



Department for  
Communities and  
Local Government

# Government Response to the Riots, Communities and Victims Panel's final report

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Department for Communities and Local Government  
Eland House  
Bressenden Place  
London  
SW1E 5DU  
Telephone: 030 3444 0000

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# Introduction

In August 2011, we saw shocking acts of opportunistic criminality and vandalism which ruined local businesses, shattered streets and made people feel unsafe in their own homes. The high levels of criminality and anti social behaviour seen over those few days were not acceptable. Although the rioters were made up of a minority of those in society, it was key, that following the riots, we ensured the criminality was addressed through the courts and law was upheld to bring the criminals to justice. This sent a clear and strong message that rioting and looting will not be tolerated in our society today and in the future.

As well as tackling the immediate issues, the Prime Minister, Deputy Prime Minister and Leader of the Opposition established the Riots, Communities and Victims Panel. Their role was to explore the causes of the riots and how communities can be more socially and economically resilient, in order to prevent future disorder.

The Panel's final report was published on 28 March 2012, and was welcomed by the Government for providing a sound analysis of the entrenched social problems which are causing many barriers to some sections of society.

The report explored the impact of high levels of deprivation, crime and unemployment on local communities, and the challenges this poses in reaching those families that require strong multi agency support. Many of the recommendations chime with our ambition to strengthen socially responsible attitudes, public service reform and economic resilience, and this was outlined in our initial response, laid in parliament on Friday 13 July 2012 via a written ministerial statement. The statement set out a range of measures the Government and other agencies have put in place to rebuild communities affected by the riots and actions that are being taken to address some of the more entrenched issues highlighted in the Panel's report.

Since the riots, our recovery support has helped those most affected by the riots to get their life back on track. We are also starting to see how current policies and programmes are starting to show some real results in tackling some of the more entrenched issues raised in the Panel's report.

This report brings together information on how central Government, local authorities, public agencies and the general public have all contributed and are still contributing to rebuilding the communities greatly impacted by the riots. The introduction briefly summarises the riots themselves. Section 1 deals with our early focus on tackling the criminals, restoring business confidence and getting people to return to their high street. Section 2 highlights the significant amount of work that we are doing to tackle some of the more deep-rooted issues alongside, the policies and work being done to address the social issues raised in the Panel's report. Lastly in Section 3 we focus on our work on effective justice and the relationship between the police and the public.

## The August riots

On Thursday 4 August 2011, Mark Duggan was shot by police officers in Tottenham, London. The incident was immediately referred to the Independent Police Complaints Commission. On Saturday 6 August, the family and supporters of Mr Duggan, numbering around 120, marched 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, 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, with some of the most serious disturbances outside of London taking place in Birmingham, Manchester, Liverpool and Salford.

Between the 6 and 10 August 2011 we saw serious acts of criminality on our streets. Few, if any of us, will forget those scenes across England in summer 2011. For over five days we witnessed mindless destruction and public disorder on a large scale. Overall, crimes were committed against over 2,500 commercial premises, many damaged and looted and some burned to the ground. Retailers lost tens of thousands of trading hours; many of them were small family run businesses with roots in their local community. There were numerous accounts of assaults by rioters against the police as well as against members of the public caught up in the disturbances. People were forced to flee their burning homes and premises, in London nearly 200 households were left displaced, some families required long term alternative housing. Most tragically of all, five people lost their lives.

There were also reports of attacks on the rescue service personnel including attacks on fire fighters trying to put out fires. In recognition of the service personnel (Police, Fire, Ambulance and court staff) who bravely met the challenge of tackling the riots, the Prime Minister hosted a reception at 10 Downing Street on 11 January 2012 to honour their contributions.

Law abiding citizens also took a stand, sometimes risking their personal safety, to protect their local community.

Pauline Pearce, a grandmother, jazz singer and community radio activist shook her walking stick at youths, told them they were looters without a cause and said it made her ashamed to come from Hackney. At one stage during the riots, Mrs Pearce rushed down the road to intervene before a photographer was beaten up. (The Telegraph 10 August 2011)

At Notting Hill restaurant The Ledbury on the night of August 8 masked men wielding baseball bats smashed the plate-glass window and robbed diners of phones, cash and jewellery. The intruders were confronted by staff armed with rolling pins and other kitchen implements, who then led customers into the wine cellar when the gang returned. Customers called staff 'wonderful' and said they had 'gone well beyond the call of duty'. (The London 31 August 2011)

On 14 March 2012, the Riots Communities and Victims Panel hosted a reception attended by the Deputy Prime Minister and Leader of the Official Opposition, to acknowledge some

of the people who were affected by, or who showed considerable bravery during the public disorder in August 2011.

# Immediate response

## Community Pride

Following the riots, local communities were quick to respond in doing all they could to get their local areas back to normal - some residents were out on the streets early the very next morning to address the damage caused by the criminals. If the rioters demonstrated some of what is worst in our communities, the actions of many citizens the morning after the riots showed the best. Social media, used to spread the riots, was quickly used for the more productive task of helping to bring people together in a collective show of unity against criminality. Neighbours gave their time and energy in a variety of ways – cleaning up the streets and making donations to local victims, and workers turned up early to get shops back in business, for example:

- in Croydon over 100 young people came together and revamped waste land in the worst affected areas
- in Clapham Junction, the use of twitter to set up a community clean up, resulted in about 400 people turning up to help at short notice
- residents in Lewisham called for a show of community support and contacted the Mayor and council with offers of help, including organising clothes collections for those made homeless and supporting local market traders and businesses
- a volunteer clean-up in Camden involved over 100 volunteers ranging from students to retirees
- hundreds of people in Liverpool got together to sweep up piles of broken glass and debris following the set up of a facebook group
- the Marks and Spencer store in Manchester Piccadilly Gardens was badly damaged by rioting. Despite losing most of its shop floor stock, the store was ready to trade after a day when the staff worked tirelessly to make the store safe and ready for trade

## Central & Local Government Support

We acted swiftly so that within two days after the riots stopped (12 August 2011) we were able to announce a series of measures to help rebuild communities through a large scale million-pound package. This provided immediate support for the recovery effort which was used in a variety of ways to provide vital support for individuals and local businesses.

**The Recovery Scheme** met councils' immediate costs of making their areas safe, clear and clean again.

The **High Street Support Scheme** was used by councils to support businesses which might otherwise have been forced to close down due to damage during the riots. A number of areas were quick to put the scheme to good use, for example:

- **Wandsworth Council** offered the borough's looted and vandalised shops a business rate discount to help them recover
- **Manchester City Council** used funding under the scheme to help promote small and medium sized businesses in the city centre in the run up to Christmas and the New Year
- In **Ealing**, small independent traders, who suffered at the hands of vandals and looters, accessed grants of up to £1,200 each by the council to help pay for new glazing and repairs

The Government set up a **Homelessness Support Scheme** to meet the immediate costs of re-housing those made homeless by the disorder.

Local authorities demonstrated strong local leadership in taking forward the recovery in their areas. They recognised the severity of the circumstances and risks posed by the riots to business and the vibrancy of high streets, and worked at speed to take the necessary action.

- **Haringey council** used around £90,000 from the Homelessness Support Scheme to meet the immediate costs of re-housing those made homeless by the disturbances. This included quickly setting up a dedicated holistic support service for households displaced by the Tottenham riots. Two full-time caseworkers worked exclusively with displaced households to ensure they were able to access a range of services (housing, clothing, furniture, money, transport and psychological support). The caseworkers helped those affected by the public disorder to complete application forms, settle their insurance claims, attend appointments and meetings and, where appropriate, acted as advocates. This full-time support remained in place for six months – with every case reviewed to identify any on-going support needs.
- **Salford City Council** used recovery support funds to re-house a family following the riots. Their home and business was extensively fire damaged and all their possessions were lost. They were forced to leave their property and temporarily relocate as their home was uninhabitable. The council supported the family and their business with benefit claims, welfare rights advice and casework, completing various funding applications, provision of furnishings and equipment, site clearance, business rate relief, and accessing support from the community payback team. The family received personal support from an allocated worker in the council's Supported Tenancies team as well as the Neighbourhood Management and Business Teams.



- **Croydon council**, drawing on its own funds as well as financial support provided by the Government, gave extensive support to households and businesses affected by the public disorder in the borough. This included:
  - £249,000 in hardship grants to businesses
  - £128,824 in business rates hardship relief
  - £882,000 from the Government's High Street Support Scheme
  - £275,500 from the Croydon Enterprise Loan Fund
  - a free parking scheme to help encourage trade into areas affected by the public disorder
  - a temporary One Stop Shop to ensure people affected by the riots could access immediate advice and support on everything from counselling, insurance claims and housing and emergency benefits
  
- **Birmingham City Council** provided grants totalling over £400,000 to 219 businesses in riot affected areas, in order that they could quickly improve their security measures where shop fronts had received extensive damage. Overall, 900 businesses benefited from Government funding following the riots.

The riots have had long lasting effects, particularly on the most affected high streets damage on business growth. At the end of March 2012, the Government announced a new **High Street Innovation Fund** to be shared out among the 100 most blighted local authority areas in England. The authorities which received funding were those with the highest levels of vacant non-domestic properties, and those who suffered the highest number of riot-related crimes, including Haringey and Southwark. Each authority received £100,000 and was encouraged to match fund and seek contributions from local partners.

Outside of these schemes, the **Riot (Damages) Act** provided a route to compensation for individuals or businesses who suffered uninsured losses to their buildings or property as a result of public disorder. The Government took action to ensure that homeowners and businesses who suffered uninsured losses were able to take advantage of an extended claim period under the Riot (Damages) Act from 14 to 42 days and the claims form was simplified.

Although initial progress was slowed slightly as a result of systems and processes being established, the vast majority of claims have now been resolved:

- approximately 99 per cent of all valid uninsured claims made under the Riot (Damages) Act have been resolved
- of those who had insurance; 100 per cent of domestic claims (property and motor) and 95 per cent of small to medium size businesses have received settlement or interim payments
- further claims were subsequently received by the Metropolitan Police Service after insurers repudiated claims. 99 per cent of these have been resolved
- the Riot (Damages) Act also allows for insurance companies to reclaim costs paid to policy holders from police authorities. Approximately 92 per cent of these claims have been decided

Following the riots the Government is carrying out a review of the Riot (Damages) Act. We recognise that it is a very old piece of legislation; therefore the review is necessary to ensure that it is fit for a modern policing world, protects the most vulnerable and provides value for money for the taxpayer.

The Government is continually engaging with policing partners, the Association of British Insurers and their members in looking at what can be done to settle the outstanding claims.

## **Case Studies**

Sally submitted a claim to her Insurers for contents which included high value jewellery. Due to a limit placed on the policy, the claimant had a significant uninsured claim in respect of the jewellery which was presented for consideration. The family home was demolished and as such there was very little supporting documentation relative to her uninsured loss. The claimant was very distressed while submitting her claim, but with help and advice from the police. Sally managed to gather and compile sufficient support for her claim including witness statements from friends who had knowledge of the items in question and photographs from family and friends of the jewellery items. After a series of detailed discussions with the claimant and review of all the documentation it was possible to agree an amicable settlement.

The Smiths owned and operated a local convenience store/supermarket which was extensively damaged in the riots with the majority of stock and contents either looted or damaged. Their insurers declined to pay out under the terms of their policy so they were left with a substantial uninsured loss running comfortably into six figures. The preparation of their claim was a complicated, lengthy and time consuming exercise so that final details were not submitted until some seven months after the riots. Once the details were finally completed and presented to loss adjusters acting on the behalf of the police the claim was amicably agreed and paid out in less than two weeks of receipt by the police.

Tony's home was substantially damaged and he submitted an uninsured claim for all of the family's contents. A representative from the police met with him and his wife to assist in the collation of their claim. It became apparent during detailed discussions that the claimant had undervalued his loss, as he failed to include a large amount of his children's property. The team worked with the claimant to include an additional list of contents to represent the loss of the children's property and following a review of all the documentation and bank statements verifying a number of purchases, were able to agree an increased figure of settlement.

## **Tackling Criminality**

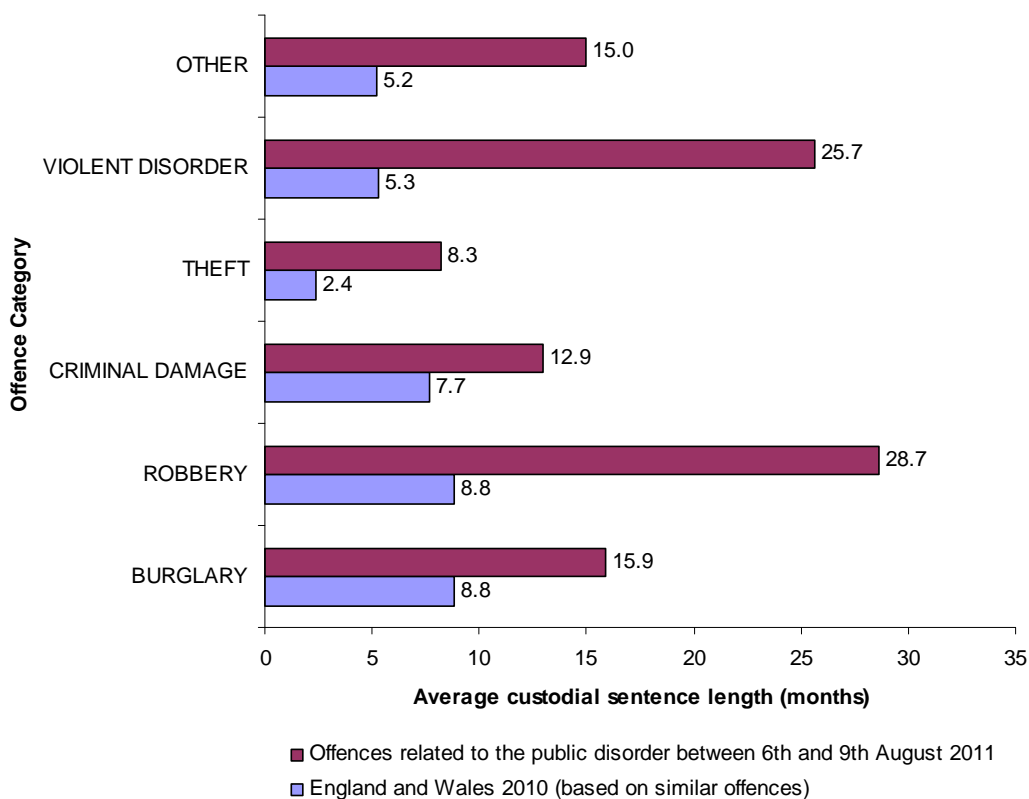
The Panel's report highlighted that crime and anti-social behaviour is a growing concern for most local communities. We share the view of the Panel that it is important those doing wrong are punished but equally we must ensure our sentencing and rehabilitation system

is at its most effective level in tackling criminality. We know that alongside tackling crime, it is also important to build positive relationships with the police and local communities, which are beneficial in helping the police understand local communities' needs. We will continue to ensure that tackling crime remains at the forefront of our political agenda - we have in place policies which are addressing re-offending and building greater engagement and trust between the police and local communities.

## Convictions

The criminals who rioted have been left in no doubt that their actions did not pay and are unacceptable to the law abiding public. The criminal justice system worked around the clock in the aftermath of the riots to ensure justice was served swiftly once the police made arrests. Remarkably, within a week of the first court sitting following the disturbances, the courts dealt with over 1,000 defendants.

As of August 2012, 2,138 people had been found guilty and sentenced. 1,405 people received immediate custody with average sentence lengths of over four times longer than the average sentence for similar crimes in 2010, in response to the particular nature of the disturbances (based on those found guilty at the magistrates' court but sentenced at the Crown Court). Those sentenced to immediate custody were given an average custodial sentence length of 17.1 months. This compares to an average custodial sentence length of 3.7 months for those convicted at magistrates' courts, but sentenced at the Crown Court for similar offences in England and Wales in 2010.



## Policing

In the wake of the disorder, the Home Secretary asked Her Majesty's Inspectorate of Constabulary (HMIC) to review the policing response. They published their report *The Rules of Engagement - A review of the August 2011 disorders*, in December 2011. The report makes a number of recommendations which are headlined below:

- the development of a new **overarching framework** for resolving public disorder
- the creation of an '**all source information hub**' to collect, manage and disseminate public order intelligence and information
- improvements in the **policing response** to disorder
- the **reviewing of policing tactics** to deal with disorder

Underpinned by the *Strategic Policing Requirement* published in July 2012, the police, with Home Office support, have made good progress in response to these recommendations. Key developments include:

- the setting up in May 2012 of the All Source Hub within the National Domestic Extremism and Disorder Intelligence Unit, which provided operational support to the successful policing of the 2012 London Olympic and Paralympic Games. The creation of the National Police Coordination Centre to assist with swifter mobilisation of the police and manage mutual aid between the forces
- a significant increase in the number of officers trained in public order policing
- a revised and improved public order policing training package
- work to strengthen the police's public order strategic threat and risk assessment processes

The police are now better prepared, equipped and trained to deal with disorder; a position that they will continue to build on.

## Gangs and Youth Violence

The riots shone a spotlight onto the devastating impact that gang and youth violence has on some communities. In London, at least one in five of those convicted was known to be part of a street gang. Street gangs can have a disproportionately negative impact on their local area in terms of crime, drug abuse, sexual exploitation, fear and intimidation.

The cross-Government *Ending Gang and Youth Violence* report was published in November 2011, and set out a series of actions for central government and a set of principles and good practice examples to help local areas tackle the problem. The report was clear that enforcement must be matched with support for individuals to help them leave their gang lifestyles, and to prevent people joining gangs in the first place.

- Through the Ending Gang and Youth Violence programme, a team of practitioners with experience of dealing with gang and youth violence is working with 33 priority areas across the country. The team is supporting those areas to improve their partnership response to the challenges of gangs and youth violence.

The Home Office has also dedicated £1.2m over three years to fund a network of Young People's Advocates to support girls at risk of or suffering from gang-related sexual violence.

We have also strengthened the legislative framework to support a strong enforcement response. Gang injunctions were brought into effect for under-18 year olds in January 2012, and we have introduced new aggravated knife possession offences with mandatory custodial sentences and a mandatory life sentence for adult offenders convicted of a second, very serious violent or sexual crime.

To support local partnership approaches to this problem, the Department for Work and Pensions has spearheaded work across government to drive improvements in information sharing, and the Youth Justice Board has established gang forums across the country to enable practitioners to share emerging practice in work with violent young offenders and gangs. In recognition of the central role that health agencies have to play in preventing violence, the Department of Health has included two violence indicators within the new Public Health Outcomes Framework, and the Mandate to NHS England specifically refers to improving the way in which the NHS contributes to *“reducing violence, in particular by improving the way the NHS shares information about violent assaults.”*

Further detail on our progress and achievements since November 2011, and our plans for further action in a number of key areas was set out in a *One Year On* report published in November 2012<sup>1</sup>.

### **Case study: Trident Gangs Command, Metropolitan Police Service**

The Metropolitan Police Service created the new Trident Gang Crime Command in February 2012, to enable a targeted and effective response to gangs and gang violence. The approach is focused on the following three strands, and sees community engagement as a key enabler:

- enforcement – identifying and pursuing the most harmful gangs and gang members through proactive investigations and operations;
- prevention and diversion – identifying young people on the periphery of gangs and working with partners to divert them; and
- tasking and coordination – monitoring gang-related activity to ensure the right resources are targeted in the right places.

Since April, the Metropolitan Police report that more than 2,000 known gang members have been arrested, many of whom have been charged with serious offences. Stabbings and shootings in London continue to fall, with overall serious youth violence down by over

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<sup>1</sup> <http://www.official-documents.gov.uk/document/cm84/8493/8493.pdf>

28 per cent, equating to 1,557 fewer victims; knife injuries involving those under the age of 25 also reduced by over 28 per cent, equating to 436 fewer victims; and shootings down by over 18 per cent, equating to 77 fewer victims. In addition, over 340 firearms have been seized by the Metropolitan Police last year alone. During 2012, Trident Gang Crime Command-led investigations have seen offenders sentenced to a total of 1,334 years, including 16 life sentences.

# Tackling the causes

## Government Approach

We are clear that there is no excuse for the criminality of the rioters and the majority of those involved were motivated by nothing more than greed. Rioters must take full responsibility for their own actions - it is not acceptable that poverty, race and the challenging economy were used as excuses for the appalling behaviour we saw on our streets in August 2011.

The riots and looting do not represent the true picture of young people in our country today - hard working, self disciplined and committed to their futures. However, that doesn't mean we should not address the problems such as entrenched educational and social failures which may have helped contribute to the unacceptable mindset of the minority that caused the riots. There are no easy answers – we agree with the Panel that we need to help many young people at risk of dropping out of society, support the struggling vulnerable and develop a much stronger sense of responsibility.

The Panel concluded that the problems surrounding the riots are wide ranging. We share this view which is why shortly after the riots we quickly embarked on a social policy review and programme of action to tackle entrenched problems. These actions aim to mend the problem areas of society through a programme of reducing crime and reoffending, supporting families and parents, welfare and work and supporting young people. We reviewed all policies and programmes to consider whether they can deliver the change needed.

Following the review of social policy, we published our *Strategy for Social Justice* in March 2012 which builds upon existing programmes. The Strategy is informing conversations with people delivering for those individuals and families facing multiple disadvantages at all levels - including national and local Government, providers and independent charities, social enterprises and community groups. Social Justice is about giving individuals and families facing multiple disadvantages the support and tools they need to turn their lives around. Previous approaches to tackling poverty have focused on increasing income levels to bring people above the poverty line. The Social Justice Strategy goes much further, exploring how tackling the root causes of problems can make real and sustained changes to the lives of those facing multiple disadvantages.

The principles underpinning the approach are:

- a focus on prevention and early intervention.
- where problems arise, concentrating interventions on recovery and independence
- promoting work as the most sustainable route out of poverty
- recognising the most effective solutions will often be designed and delivered locally

In this section, we address issues raised under several themes in the Panel's report which relate to supporting families, supporting young people and tackling youth unemployment.

## Supporting families

Within the Children and Parents theme of the Panel's report there is a strong emphasis on early intervention to strengthen families, particularly those families which have multiple issues. We share this view.

The Panel received evidence which indicates that a large number of rioters came from a problematic background and the Panels' view is that this should be addressed through an early co-ordinated approach to prevent problems building up. The approach of early intervention has been taken by many local authorities for many years and to support this we have also implemented new programmes to support the most vulnerable and disadvantaged families.

We agree with the Panel that early and targeted intervention often produces good results. Family intervention projects have played a significant role in helping many families with problems that need to be managed by multiple services (such as social services, probation and others). This has gone some way in targeting support and advice to families including the 'forgotten families' that the Panel report makes reference to.

We are glad that the Panel fully supports the Troubled Families programme, which is committed to turning around the lives of 120,000 troubled families by the end of this Parliament. We have already made good progress in delivering the programme, which will achieve real change for these families. We have allocated £448m to fund the programme and all 152 eligible councils have committed to working with a particular number of families - adding up to 120,000 across England. The commitment of local authorities to start working with nearly 42,000 troubled families this financial year (approximately 35 per cent of the total), is evidence that the programme is on track.

The Troubled Families programme has specific objectives, set out by the Prime Minister, including reducing crime and anti-social behaviour, getting adults on the path to work and children back into school. A key element of the programme is the funding of a network of troubled families' coordinators, who will operate at a senior level to oversee the programme in each area. The co-ordinators bring together local partners – police, job centre plus, health organisations, schools and others – who will put together a robust plan of action to work with the families and to ensure the right action is being taken at the right time with each family.

As well as targeting support to families, we are committed to supporting parents to develop the understanding and skills they need to give their children the best start in life. The report makes reference to the fact that there is strong evidence that good parenting has a positive impact on outcomes in a child's life. This is a view shared by people surveyed by British Youth Council ('*Our Streets*' the views of young people in England) – 58 per cent of over 900 young people surveyed felt that rioter behaviours could ultimately be ascribed to poor parenting. We know that parenting can be particularly challenging at times and support in the early stages can be especially important in helping parents establish a strong foundation for their children.



In 2012 we launched the CANparent Trial to stimulate a national market in universal parenting classes, as part of our commitment in ‘Supporting Families in the Foundation Years’. Vouchers are available to all mothers and fathers of children 0-5 years in three trial areas and parents can use them to choose from a wide variety of high quality, free parenting courses. Customer feedback is very positive with 85% of parents saying they are satisfied with the classes and would recommend them to a friend. A range of classes are also available in a fourth trial area, Bristol, where alternative market encouragement is being tested, rather than vouchers.

We also see the Sure Start Children Centre as a means by which families can access early year services, offering valued help to local communities. There are over 3000 children’s centres in England accessible to all families, but particularly focussing their support on those who need it most. They can help to: reduce inequalities in child development; improve school readiness; and strengthen health and life chances.

Local user satisfaction surveys testify to the “immense popularity “of children’s centres with parents.

The National Evaluation of Sure Start was commissioned in 2001 to assess rigorously the impact and effectiveness of Sure Start Local Programmes, which later developed into children’s centres. The National Evaluation of Sure Start found that Sure Start has had positive effects on family life in programme areas, including parents offering more stimulating home learning environments. It is also reaching some of the most deprived mothers and improving their life satisfaction. The final National Evaluation of Sure Start report, published in June 2012, made clear that those positive impacts were still noticeable when children had reached seven. It also concluded that the success of programmes in engaging and helping the poorest families without stigma means they have helped establish an infrastructure which is well placed to engage the most vulnerable groups and support them effectively.

Recognising that some families need more targeted help, we welcome the Panel’s enthusiasm for the Family Nurse Partnership programme and re-iterate our commitment to increase the number of places on the programme in England to 16,000 by 2015. This evidence based preventive programme provides first time young mothers with structured home visits from specially trained family nurses from early pregnancy until their child is two years old, and can make an important contribution to local prevention and early intervention services. Our measured approach to expansion will help to ensure the quality of delivery remains high as the programme expands.

**Case Study: Young Father, Family Nurse Partnership and Riots**

William, a young father, lived with his partner and son near the centre of disorder in London. William had been subject to a child protection plan himself, due to neglect, and when his partner first joined the Family Nurse Partnership programme he had criminal convictions for violence and drug offences and he used cannabis.

These factors indicated a high risk that William might have joined in the riots. However, when discussing them with the family nurse, William reported that he hadn’t taken part because ‘he wasn’t stupid’. His sense of himself as a family man, with responsibilities, acted as a restraint and protective factor.

William has been very actively engaged in the Family Nurse Partnership, having been present for over half of visits from the family nurse when his son was aged 0-12 months, and 95 per cent of visits when he was aged 12 to 24 months. Through the family nurse, William identified his aspirations, as a father and partner and for the future. The family nurse believes that the respectful, strength based approach of the Family Nurse Partnership programme, his learning about parenting and his increased ability to manage his emotions and control his impulsive behaviours developed as a result of his involvement in Family Nurse Partnership. These, she believes, had enabled him to both have a different view of himself and have a belief in his abilities, which helped him make a safe choice during the riots.

In supporting families we want to ensure we also do our best to ensure this includes meeting their educational needs. We know from evidence that high quality early education from age two upwards has positive benefits for children's development, particularly for children from disadvantaged backgrounds. All three- and four-year olds are entitled to 15 hours of funded early education a week for 38 weeks of the year. 96 per cent of three- and four-year olds access a place. As part of our support for families and strategy to improve life chances and raise social mobility, we will fund Early Learning places for two- year-olds from lower income families. From September 2013, around 130,000 two-year-olds are expected to benefit from 15 hours of funded early education a week for 38 weeks of the year if their family meets the income and benefits criteria also used for free school meals, or if they are looked after by their local authority. This will increase to around 260,000 children becoming eligible from September 2014. The eligibility criteria for the extension are likely to include children from low income working families; children with SEN; and children who have been adopted from care. Providers in the maintained, private and voluntary sectors, including childminders, will offer the places. Local authorities will be responsible for ensuring that all eligible children can access their place. Funding allocated to local authorities will rise to some £760m a year by 2014-15.

Under the 'Hopes and dreams' theme the Panel's report highlights that '*in some schools and for certain groups of children, attainment (particularly around literacy) is still well below what it should be*'. The Government believes the best way to improve the life chances of young people is to enable them to reach their full educational potential, which gives them the opportunities they need, and helps mitigate the risks of falling into anti-social behaviour. Unfortunately, economic disadvantage in early and school years is the most significant characteristic associated with educational under-achievement. Our White Paper, "*The Importance of Teaching*" says:

"Children on free school meals do significantly worse than their peers at every stage of their education. They are just half as likely to get good GCSEs as the average. More children from some private schools go to Oxbridge than from the entire cohort of children on free school meals. Of course schools are not solely responsible for this problem. In far too many communities there is a deeply embedded culture of low aspiration that is strongly tied to long-term unemployment."

It is in order to address the attainment gap between children from disadvantaged backgrounds and their school peers that the Government has created the Pupil Premium. The Premium is a simply calculated amount that is mainly delegated directly to schools, on the basis that school leaders and teachers are best placed to understand the educational

needs of their own individual pupils, and to respond flexibly and effectively to meet those needs. That includes, where appropriate, helping them outside the classroom, for example with equipment needs, so that they can be ready to learn and achieve in the same way as their peers.

The Pupil Premium was introduced in April 2011, and it is allocated to schools, or in some cases to local authorities, for children aged 5 to 16, either from low-income families who are known to have been eligible for free school meals at any time during the past six years, or who have been looked after in public care continuously for more than six months.

Total funding through the Premium has increased from £625m in 2011-12 to £1.25bn in 2012-13, and is currently £1.875bn in 2013-14. It will increase further to £2.5bn in 2014-15. Per eligible child, the level of the premium in 2011-12 was £488, it increased to £623 in 2012-13, and is now £900 each in 2013-14.

In addition to meeting the academic needs for children, we also recognise the importance of building personal qualities such as resilience and application, an area the Panel places a key emphasis on under the 'Building Personal resilience' theme. The report makes reference to academic evidence that suggests 'character is critical to achieving to the best of one's quality at school, staying away from risky behaviour, deciding on what kind of career one wants, and finding a way to achieve those goals'.

The Panel's focus on character is reflected in the Government's Positive for Youth Statement, which stresses the importance of personal and social development and the building of resilience. Positive for Youth helps local decision-makers by setting out national priorities for young people. This includes providing opportunities to develop the personal and social skills and qualities they need for learning, work and their transition to adulthood; and support for young people to develop resilience to engagement in risky behaviour. There is an accompanying outcomes framework aimed at supporting local practitioners working with young people, including schools. The framework brings together the social and emotional capabilities that evidence shows matter most (such as confidence, resilience and communications skills) and signposts the tools that are available to help measure and encourage these capabilities.

The personal, social, health and economic (PSHE) education provided in schools will also ensure children make safe and informed choices, and ensure they gain a secure understanding of risk. We trust teachers to decide what topics to cover in PSHE and encourage them to design their PSHE curriculum to take account of the needs of their pupils.

## Supporting young people & tackling youth unemployment

The Panel's report highlighted that many young people spoke about the lack of vision for the future under the theme of 'Hopes and dreams'. We realise that the levels of youth unemployment is a problem in many communities. Growing the next generation of young people is a key aim for the Government, particularly in providing them with the right education and skills so that they feel they have a stake in their society. In the past two years we have focused our efforts in tackling this through improving performance in schools and supporting our school leavers with the key skills for employment.

Improving behaviour in our schools is a key priority for this Government. It is at the heart of how we raise standards in schools and close the attainment gap between rich and poor. We have already taken action to restore teachers' authority in the classroom in order to promote good behaviour and maintain discipline. We have established a legal framework that will enable teachers to take control of the classroom and there are already wide ranging powers in place to address poor performance which should help to maintain a good level of achievement in our schools.

Alongside addressing poor performance, we agree with the Panel that it is a basic aim of the schooling system to equip all children with basic literacy levels. The importance of raising basic literacy standards in all schools is being tackled by promoting best practice in the teaching of reading through systematic synthetic phonics. Where there are repeated poor standards in schools, including schools with poor literacy levels, schools will be supported to become Academies with a strong sponsor who will help the school to raise their performance.

The Academies programme is raising standards by giving power and freedom back to heads and teachers and by getting the highest performing institutions to help the weakest to improve. We are also establishing an increasing number of sponsored Academies as we think the strong support and external challenge of an Academy sponsor is the best way to improve schools that are consistently underperforming. Wherever possible we want to find solutions that everyone can agree on but, where underperformance is not being tackled effectively, the Secretary of State has powers to intervene to help ensure standards are raised.

### **Young People (not in education, employment or training)**

The report highlights the importance of addressing the rising levels of young people not in education, employment or training. We are determined to reduce the proportion of young people who are not in education, employment or training. Our 'Plan for Growth' programme sets out how we are creating conditions for economic growth and recovery, but with a clear focus on reducing cyclical youth unemployment.

In *Building Engagement, Building Futures*, the Government set out its strategy to increase the opportunities available for young people, so they can succeed in education and training. The strategy also includes radical reforms to schools, vocational education, skills and welfare provision.

The strategy includes:

- increasing attainment for all young people and raising the age of compulsory participation in education or training to 17 in 2013 and 18 in 2015
- spending £7.335 billion in the 2012-13 financial year and £7.430 billion in the 2013-14 financial year on education and training places for 16 to 18 year olds, including Apprenticeships; and reforming vocational education following the Wolf Review of vocational education. Our new rigorous study programmes for 16 to 19 year olds will help young people to gain the skills and qualifications that Higher Education and employers are seeking
- creating the new Youth Contract. Through the Department for Work and Pensions unemployed 18 to 24 year olds are being provided with additional Jobcentre Plus support and an extra 250,000 work experience or sector-based work academy places are being made available over the next three years, taking the total to at least 100,000 a year. In addition, 160,000 wage incentives are being provided to encourage employers to recruit young people from the Work Programme or from Jobcentre Plus before entry on the Work Programme. In addition, the Youth Contract has provided Department for Business, Innovation and Skills and the Department for Education with funding to provide an additional 20,000 grants under the Apprenticeship Grant for Employers, supporting employers to take on a new apprentice aged 16 to 24 years old. The Department for Education have introduced contracted provision up to 55,000 16 to 17 year olds who are not in education, employment or training and have low attainment to move into education or training over the next three years. An extra 15,500 16- and 17-year-olds are now eligible for tailored help to return to work with training, school or college after the Department for Education extended the eligibility criteria for the Youth Contract to include:
  - Young people who are or were in care.
  - Young people who have one GCSE at A\*-C.
  - Young offenders released from custody
- placing a duty on schools to secure independent, impartial careers guidance for their pupils in years 9 to 11 on the full range of post-16 education and training opportunities including apprenticeships. Statutory guidance underpinning the duty is clear that this should include face-to-face provision where this is the most suitable support. The duty will be extended to students up to the age of 18 in schools and colleges from September 2013. Unemployed young people aged 18 and above can receive up to three free, in-depth face to face careers sessions from the recently launched National Careers Service. As part of the Youth Contract, it is offering a guidance session within the first three months of any 18-24 year old registering for Jobseekers Allowance.

The Government has launched a new traineeships programme for England, to prepare young people for Apprenticeships and other jobs. Traineeships will include core elements of a work experience placement, work preparation training, and English and Maths for those without a GCSE grade C or above. From August 2013, traineeships will be available for young people aged 16-24 (and for young people with Learning Difficulty Assessments up to academic age 25).

Recognising that meeting the needs of young people is a cross-cutting issue, we have taken steps to strengthen partnerships between Jobcentre Plus, colleges, training organisations and employers to align all the support that young people receive and ensure that it reflects the needs of the local labour market.

We are confident that there will be great benefits of the Department for Work and Pensions working via the Jobcentre Plus network at a local level to tackle unemployment via the Flexible Support Fund. The Flexible Support Fund was introduced in April 2011 to support the flexible delivery of the Jobcentre Plus offer. The Flexible Support Fund allows resources to be aligned to the needs of the locality to tackle worklessness and multiple barriers to employment in a holistic and joined up way. It can be used for a wide range of activities at the discretion of Jobcentre Plus District Managers and Advisers but must support core Department for Work and Pensions objectives. The decision to award a payment from the Flexible Support Fund is the responsibility of local Jobcentre Plus staff.

There are several examples of where Jobcentre Plus have used the Flexible Support Fund in areas affected by August 2011 Riots to address the specific needs of young people in their community:

- Battersea Jobcentre Plus provided Flexible Support Fund to work with Storm, a local community organisation, on a streetdance project specifically aimed at females who are in gangs. Storm use streetdance to teach teamworking skills
- Haringey Jobcentre Plus used Flexible Support Fund twice to fund The School of Hard Knocks who use rugby training with young local men to teach leadership, teamworking and employability skills
- Tottenham Jobcentre Plus have given Flexible Support Fund to a small local organisation called Education Today. They help young people from the age of 14 upwards to set up summer start-up businesses, such as car washes and gardening, to provide work experience and entrepreneurship skills. This also provides a money-making project over the summer with the aim of keeping them off the streets
- Tottenham Jobcentre Plus is also working with a local boxing Academy who try and engage young gang members through boxing

In addition to the measures announced in the *Building Engagement, Building Futures Strategy* in August 2012, Department for Work and Pensions launched the Day One Support for Young People trailblazer, which was jointly developed with the Greater London Authority and is being trialled in North and South London Jobcentre Plus Districts. The trailblazer focuses on all 18-24 year old income based Jobseekers Allowance claimants who claim within the trailblazer period, where the young person has done less than six months work since leaving full time education. Placements last for 13 weeks and provide benefit to the local community.

The Innovation Fund was announced by the Government in March 2011 providing up to £30m over three years for social investment projects, helping up to 17,000 individuals. These projects are delivering a range of support to the most disadvantaged young people

aged 14 years and over. Individually tailored programmes of support include: anger management; confidence building; peer group mentoring; counselling; rewarding positive behaviour; mediation, and educational and training programmes. There are ten Innovation Fund projects delivering support: two of which have a specific focus on gangs. We have received feedback from some projects on how they are positively supporting and intervening in the lives of young people who were involved, or at risk of involvement in gang and youth violence.

We are also ensuring that our policies have a youth inclusive approach. The Positive for Youth programme has been developed with young people and helps the Government to achieve its vision of building a society in which young people have supportive relationships, strong ambitions and good opportunities to realise their potential.

On a practical level we will continue to be passionate about building a big society of youth volunteers. Following the success of Olympic volunteers, of which young people participated, we want to continue this. The launch of the National Citizen Service, has helped to bring together 16-year-olds from different backgrounds and around the country to become community volunteers.

## City regeneration work

We know that some of the cities where riots took place are facing several challenges in their economic growth and this is a problem we recognise we need to address. We are taking a new approach to growth and regeneration, putting local people and local businesses in the driving seat. Under the 'Hopes and dreams' theme we note the concern the Panel raised on the higher proportion of rioters and youth unemployment within the most deprived areas and the need to address this. The launch of our 'City Deals' last year will put in place a range of measures that support growth and regeneration in our cities.

The first round of Cities Deals have proved successful in establishing innovative methods to restart growth in the eight 'core cities' of Manchester, Liverpool, Leeds, Newcastle, Sheffield, Nottingham, Birmingham and Bristol.

- in Greater Manchester we are piloting Earn Back – a payment by results mechanism that allows the city to retain a proportion of the additional tax generated as a result of their up-front £1.2bn investment in infrastructure
- Leeds will establish their Guarantee for the Young – a commitment that every young person in Leeds City Region will have access to a job, training, apprenticeship, volunteering or work experience. They will create 20,000 new apprenticeships and opportunities for young people, and pilot a new 14-24 Academy that will deliver a business led curriculum
- 'Greater Birmingham and Solihull Finance' will apply private sector fund management techniques to public sector funding to create a revolving investment fund
- in Nottingham we will see the development of the 'Creative Quarter'; designed to boost high tech start ups and encourage young graduates to become entrepreneurs through their 'Generation Y' project

The second round of City Deals in 2013 will have a slightly different approach with 20 cities being invited to put forward proposals based on one major economic local growth challenge. In parallel the Department for Work and Pensions and the Department for Business, Innovation and Skills are working to develop a Labour Market core offer which will be offered to all cities (both wave 1 and 2). The overarching theme of the package will be one of helping local people to prepare for work.

In addition to the Cities Deals, the work of the Local Enterprise Partnerships and Enterprise Zones is also expected to ignite growth in business and jobs. There are 39 Local Enterprise Partnerships now operating, with 100 per cent coverage across England. Local Enterprise Partnerships are tasked with bringing fresh and innovative thinking to tackle barriers to growth including skills, enterprise, access to finance and planning.

The Local Enterprise Partnerships will need to continue to work closely with key partners, including Department for Work and Pensions, to consider how best to generate sustainable growth which addresses localised gaps in the employment landscape. Enterprise Zones are geographically-defined areas based around the core principle of reducing barriers to businesses growth. Each Enterprise Zone benefits from 100 per cent



business rate discounts, simplified planning, provision of superfast broadband, retention of business rates and in some areas, enhanced capital allowances. Local Enterprise Partnerships are currently undertaking some work to review simplified planning measures for the Enterprise Zones and assess site viability, with a view to introducing a monitoring framework to better understand the actual progress in attracting new investment and jobs growth into the 24 Enterprise Zones in England.

In addition to this we launched in November 2011, the Growing Places Fund which aims to deliver the key infrastructure needed to unlock stalled development. Local Enterprise Partnerships are already investing the £730m (£673m capital Growing Places Fund) allocated to them to generate jobs and housing. Progress has been very encouraging, and as at the end of December 2012, £382m of the capital fund had been allocated to 206 projects.

# Effective Justice and Policing

In this section we focus on our existing and future plans which relate to the themes in the report which focus on the justice system and the relationship between the police and the public.

## Effective Justice

We know that many of the rioters had previous convictions and under the theme 'The Usual Suspects' the Panel's report highlights the community focus on the need to reduce crime and reoffending.

An effective justice system is paramount in sending strong warning signals to criminals, including rioters, about their behaviour. In July 2012 we published the White Paper; *Swift and Sure Justice: the Government's Plans for Reform of the Criminal Justice System*. This set out, as part of a broader series of reforms, our plans to make justice swifter; to bring home to offenders the consequences of their behaviour; and to ensure the system is made more transparent to communities, enabling them to effectively hold services to account.

The Government is keen to learn from the disturbances and have tested a range of options for opening up the criminal justice system to operate more flexible hours to better meet the needs of court users including victims and witnesses. Models include extending the operating hours in the magistrates' and youth courts; extending the sitting hours of the Virtual Court (i.e. preliminary hearings in the Magistrates' Court held over video link where the defendant is located at the police station) and maximising the use of prison to court video links for example by starting cases earlier in the day and operating weekend courts

The lessons learnt from the pilots will inform future planning.

Many of the rioters were repeat offenders [78 per cent of those who had appeared before the courts for offences relating to the public disorder had a previous caution or conviction]. Reducing this kind of reoffending is a priority for the Government. As part of our work, we are making sentences in the community more robust to ensure that they are both effective at tackling reoffending and providing tangible punishment; our proposals also focus on reparation and restorative justice. Alongside punishments like strict curfews, fines, and unpaid work, courts will also be able to:

- Make use of new technology to track offenders during their sentence to protect the public and help prevent criminals committing further offences
- Access benefit and tax information so that judges can set fines at the right level
- Take into account criminals' belongings, as well as their income, when setting financial penalties
- Defer sentencing so that restorative justice can take place encouraging criminals to face up to the consequences of their actions.

In addition, the £5,000 cap on compensation orders in the magistrates' courts will be removed meaning that victims can benefit from larger compensation payments.

Plans to strengthen Community Payback to make it more demanding for offenders and to strengthen public confidence in the sentence are being implemented. Offenders will commence unpaid community work within days of being sentenced and will experience a more demanding regime. Unemployed offenders will be required to work a minimum of 28 hours over four days each week, leaving one day for job search. Community Payback is intended to benefit communities by improving public areas for local people. It also enables offenders to make reparation for their crimes and take positive steps to going straight.

In the immediate aftermath of the riots Community Payback teams were deployed in Manchester clearing glass and debris. In Croydon graffiti proliferated on a wall surrounding the local sports ground following the disturbances. This caused alarm to local residents and it was removed by offenders undertaking Community Payback. In future members of the public will play a greater role in the identification of Community Payback work projects for offenders in local communities. We are glad that the Panel is also supportive of greater involvement by communities in the decisions regarding the type of projects that offenders undertake.

The Government is committed to transforming rehabilitation, where reducing reoffending is an integral part of effective offender management services and providers are held to account for their reoffending performance. The wider impact will be far-reaching – substantial social and economic benefits through reduced crime, and offenders turning their lives around so they can begin contributing to society.

The reforms to be implemented will include extended statutory rehabilitation to offenders sentenced to less than 12 months in custody and introduce a ‘through the prison gate’ resettlement service. Reforms will also open up the market to a range of rehabilitation providers, so that we get the best out of the public, voluntary and private sectors, at the local as well as national level. Under the reforms there will be new payment incentives for market providers to focus them on reforming offenders, meaning they will only be paid in full for real reductions in reoffending.

The Department for Work and Pensions and Ministry of Justice are working together to address the rehabilitation process. They have introduced Day One access to the Work Programme for offenders on release, and are also piloting paying Work Programme providers for employment and reducing reoffending outcomes, recognising the importance of employment in reducing reoffending.

Many rioters chose to move out of the locality in which they lived in order to do damage in neighbouring areas. We are therefore taking action to enable landlords to impose housing sanctions on tenants and members of their household where they choose to wreck other people’s local communities as well as their own. Following consultation, we have included provisions in the Anti-Social Behaviour, Crime and Policing Bill to enable landlords to seek to evict tenants where they or members of their households are convicted of riot related offences, committed anywhere in the UK.

The Government announced a range of actions in the Alcohol Strategy on 23 March 2012 to tackle the problem of excessive alcohol consumption. The Alcohol Strategy will radically reshape the approach to alcohol and reduce the numbers of people drinking to excess. However, such change will require collective action by individuals, communities, local agencies and industry.

The Government is committed to tackling the harms of alcohol and recognises that the availability of cheap alcohol is a significant issue that needs to be addressed. Alcohol has been so heavily discounted that it is now possible to buy a can of lager for as little as 20p and a two litre bottle of cider for £1.69. Therefore, the Alcohol Strategy makes clear that the Government will no longer tolerate the sale of heavily discounted alcohol which leads to irresponsible behaviour and unacceptable levels of crime and disorder and health harms.

A key proposal in the Alcohol Strategy is the commitment to introduce a minimum unit price for alcohol to tackle the issue of excessive alcohol consumption and curb practices such as 'pre-loading' before a night out.

The Government ran a public consultation on key proposals in the Alcohol Strategy between 28 November 2012 and 6 February 2013. The consultation covered views on a recommended level of 45p and mechanisms for the minimum unit price for alcohol. It also consulted on a proposal to introduce a ban on multi-buy promotions in shops. This proposal would remove the incentive for individuals to buy more than they actually want. A ban would prevent alcohol retailers from applying discounts to multi-packs of alcohol and would prevent multi-buy offers such as 'buy-one-get-one-free', '3-for-the-price-of-2' and 'buy-6-get-20%-off'.

The public consultation also sought views on health as a licensing objective for introducing cumulative impact policies in alcohol licensing; and on reviewing the mandatory licensing conditions and reducing burdens on businesses, whilst ensuring appropriate safeguards against crime and disorder and other alcohol-related harms remain.

The Government is now evaluating the results of the consultation and will announce its decision once the evaluation is complete.

## Police and the Public

Under the theme of 'Police and the Public' we share the Panel's view that trust in the police within communities is of great importance. We are committed to building stronger relationships between the police and public, maintaining public confidence, increasing local accountability and reducing community tensions which were a part of last summer's disorder.

The Panel makes the point that open and sustained engagement with the public is vital in building trust. We continue to support the neighbourhood policing approach which, through direct engagement with communities, provision of information and use of restorative approaches to tackle local crime and disorder, has already contributed to greater public confidence in the police. Through directly elected Police and Crime Commissioners, we are empowering communities to help shape the way the police and others deal with local crime and disorder issues; and through regular 'beat meetings' and the publication of street-level crime, anti-social behaviour and justice data on Police.uk, we are making the police more transparent and giving the public the information they need to hold the police to account.

Strengthened roles for key policing partners have been developed. In the new policing landscape, we have legislated to make Her Majesty's Inspectorate of Constabulary more

robustly independent so that it acts directly in the public interest. The Inspectorate will 'shine a light on issues of national and strategic importance', and play a central part in the new accountability framework. Her Majesty's Inspectorate of Constabulary is in the unique position to inform both the public and Police and Crime Commissioners, and provide the crucial tools to enable them to reach informed judgements.

We are strengthening police integrity. The Home Secretary announced to Parliament in February a package of measures that will; provide a clearer set of rules for how officers conduct themselves; open up the top ranks of policing so it is less of a closed shop; and will make sure that officers who do wrong are investigated and punished. We are also making sure that the organisations we ask to police the police are equipped to do the job. That is why we have legislated through the Police Reform and Social Responsibility Act and the Police (Complaints and Conduct) Act to give the IPCC new powers and we are legislating through the Anti-Social Behaviour Crime and Policing Bill to give them further powers, for example, to investigate private sector contractors working for the police. In addition we are transferring resources from police forces to the IPCC so that they can deal with all serious and sensitive allegations and put an end to the police investigating the police in these cases.

We are working with policing and criminal justice colleagues to aid the police in dealing with low impact crime more proportionately in a timely and transparent manner, to achieve outcomes that best meet the needs of victims and the wider community, and give victims a greater say in how their offender is dealt with.

In keeping crime under control, the use of stop and search powers by the Police is important in tackling the possession and use of knives and other weapons, which is an issue of public concern. However the benefits of stop and search need to be carefully weighed against the potential negative impact on community confidence in the police, and the confidence and trust of those from Black Minority Ethnic backgrounds in particular. The Metropolitan Police Service are the largest users of stop and search and have recently put in place a programme with the aim of reducing the number of stops and improving the quality of interaction between the police and the public.

# Conclusion

The criminality of the rioters shocked the country and cannot be tolerated. The police and courts took commendably swift action in bringing the perpetrators to justice on behalf of the vast majority of law abiding citizens who want to see justice delivered.

Immediately after the riots our first priority was to provide strong recovery support to those affected. The immediate and ongoing support has enabled damaged shops to reopen, the rehousing of families who lost their homes, and helped councils and communities to rebuild confidence.

We are and will continue to take forward action to address the entrenched issues highlighted in the Panel's report. While we will not excuse or explain away criminal behaviour we will continue to work to strengthen and support communities and tackle social disadvantage. Through our programme of action on reducing crime and reoffending, supporting families, improving the education of our young people and tackling unemployment we are helping to build stronger, more resilient places.