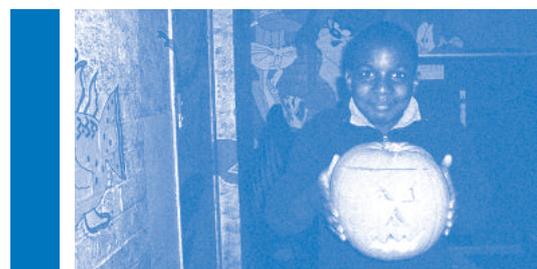


# Breakthrough London

*Ending the costs of social breakdown*



THE CENTRE FOR  
SOCIAL  
JUSTICE

## BREAKTHROUGH LONDON

*14th April 2008*

In compiling *Breakthrough Britain*, The Centre for Social Justice (CSJ) travelled the length and breadth of Britain, spending over 3,000 hours in public hearings and consulting over 2,000 organisations and individuals. We listened to poverty fighters nationally and internationally to understand fully which policies work in real life, and what hinders them. The policies in *Breakthrough Britain* are therefore rooted in the wisdom and experiences of people who live, experience, and study social breakdown on a daily basis.

Breakthrough London is the fourth in our series of city reports. We have regionalised the national statistics from *Breakthrough Britain* in order to understand the scale of social breakdown, and thereby identify the most effective solutions to it, in some of our great cities: Manchester, Birmingham, Glasgow and now London. We are confident that, if implemented, the policies we recommend will begin the reversal of breakdown blighting our most hard-pressed communities.

The publication of our report is timely, though not originally intended. The London Mayoral elections provide an opportunity to focus politicians and policy makers on the most pressing issue of today. Politicians of all parties have so far failed to effectively address the interconnectivity of the five pathways to poverty – family breakdown, economic dependency and worklessness, educa-

‘This document should not be seen as an attempt to blame politicians of any party or to finger wag about who was right and wrong. Much effort has been given to some solutions with some success; however it is our belief at the CSJ that the five main pathways to breakdown need to be dealt with at the same time. Some figures have improved, a number have got worse over the last ten or twenty years. The point is that even when there is some improvement, it comes off very high levels of breakdown. This paper is an attempt to focus opinion formers and politicians back on to these problems, to areas where people seem to have given up on the political class. It is my belief that a city of London’s importance should be as concerned about this tale of two cities as I am.’

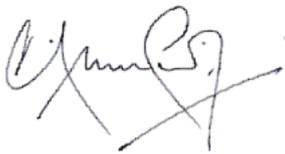
Rt Hon Iain Duncan Smith MP

tional failure, addiction and personal indebtedness – and *Breakthrough London* demonstrates the dire results of this failure. We recognise that there will always be some level of disparity between areas in the city, but the current extent is unacceptable for our 21st Century Capital. **London is a tale of two cities.**

We hope that the response to this report will be as positive as that which we received in Labour controlled Glasgow. Glasgow City Council welcomed the recommendations and we will be meeting with them to discuss how to move forward in reversing the city's social breakdown. We are keen to work with policy makers in London to do likewise.

Grassroots poverty fighting charities are at the heart of the fight to mend London's broken society. The CSJ team and I have visited numerous voluntary organisations working daily to transform the lives of individuals and families in London's most acutely deprived communities. Organisations such as XLP, StreetVibes Youth, Eastside Young Leaders Academy and Chance UK who are engaging 'at risk' young people in educational and diversionary activities; One North East who are helping addicts become drug and alcohol free; and Time for Families and Cheer who are supporting parents and families. Politicians must learn from these organisations, and we must celebrate and support the excellent work they are doing.

We look forward to continuing our work with grassroots charities as we work for Breakthrough in London.



*Rt Hon Iain Duncan Smith MP*

## INTRODUCTION

### THE 21ST CENTURY CAPITAL

*“If Paris was the capital of the nineteenth century and New York of the twentieth, London is shaping up to be the capital of the 21st.”* New York Magazine<sup>1</sup>

London is a world capital of commerce and culture. Its booming economy and its world-renowned galleries, museums, theatres and events attract over 13 million overseas visitors every year (more than either Paris or New York).<sup>2</sup> It is predicted that these figures will continue to rise steadily in the run up to the 2012 Olympic Games, which London has been chosen to host.

London already has the sixth largest economy of any city in the world, with an annual Gross Domestic Product (GDP) exceeding 452 billion US Dollars in 2007. London's economy alone is greater than that of Sweden or Switzerland.<sup>3</sup> London's growth shows no sign of relenting - by 2020 it is set to rise to the fourth largest city economy, as it continues to outpace the five most prosperous cities (Tokyo, New York, Los Angeles, Chicago and Paris) in economic growth.<sup>4</sup>

Within the UK, London has been the driving force behind massive economic renewal spanning the past two decades. Despite making up only 12 per cent of the UK's population, London contributes 19 per cent of the UK's GDP and 15 per cent of jobs.<sup>5</sup> London's Square Mile alone now accounts for over 4 per cent of the UK's total GDP<sup>6</sup> and London as a whole contributed up to £90 billion in tax revenue in 2006.<sup>7</sup>

#### **Poverty and deprivation – a lost generation**

But this growth has not been accessible to all of London's residents. Increasingly, evidence suggests that the Capital's most hard-pressed communities are being left behind. For many, London's cultural and financial success



London's economy is greater than that of Sweden or Switzerland.

1. Eugina Bell and Matt Weiland, “London (The Other New York),” *New York Magazine*, <http://nymag.com/guides/london/29431/>
2. *London Cultural Capital: Realising the potential of a world class city* (London: Greater London Authority), <http://www.london.gov.uk/mayor/strategies/culture/docs/highlights.pdf>
3. “London to Rise From Sixth to Fourth Place in Global City GDP Rankings by 2020, says PricewaterhouseCoopers,” <http://www.pwc.com/extweb/ncpressrelease.nsf/docid/1C917B3A01FAE5558525729600708154>
4. Ibid.
5. “A capital contribution - London's Place in the UK Economy 2007-08,” [http://www.cityoflondon.gov.uk/Corporation/media\\_centre/files2007/A+capital+contribution++Londons+Place+in+the+UK+Economy+2007-08.htm](http://www.cityoflondon.gov.uk/Corporation/media_centre/files2007/A+capital+contribution++Londons+Place+in+the+UK+Economy+2007-08.htm)
6. City of London, “Key facts about the City of London and the 'Square Mile',” [http://www.cityoflondon.gov.uk/Corporation/media\\_centre/keyfacts.htm](http://www.cityoflondon.gov.uk/Corporation/media_centre/keyfacts.htm)
7. *London's Place in the UK Economy, 2007-08* (Oxford Economics Ltd., October 2007), [http://213.86.34.248/NR/rdonlyres/40D4E467-9FA2-4986-8286-B041A45279AB/0/BC\\_RS\\_LPUK200708executivesummary.pdf](http://213.86.34.248/NR/rdonlyres/40D4E467-9FA2-4986-8286-B041A45279AB/0/BC_RS_LPUK200708executivesummary.pdf)

masks a harsh daily reality of poverty, worklessness, education failure and social breakdown.

Londoners take home 45 per cent more pay on average than employees outside the Capital,<sup>8</sup> yet London remains home to England's three most deprived councils: Tower Hamlets, Newham and Hackney.<sup>9</sup> In Hackney, a greater proportion of residents live in areas that fall in the '10 per cent most deprived in England' than in any other Local Authority in England.<sup>10</sup>

The disparity between the average wage and the level of deprivation is particularly stark when focusing on Inner London exclusively, where the average salary exceeds £45,000 – **a full 80 per cent above the national average**<sup>11</sup> – but which is home to seven of the 20 most deprived authorities in England.<sup>12</sup>

All but one of London's 25 most deprived wards are located in Inner London, with 80 per cent located in London's East End – including 36 per cent in Hackney and 32 per cent in Tower Hamlets.<sup>13</sup> (see Appendix 2 for further details)

Unsurprisingly, a significant proportion of London's young people are growing up in communities suffering acute poverty. Over a quarter of *all* children in London are living below the poverty line, and after housing costs a massive four in ten children live in poverty.<sup>14</sup> This is over 650,000 children. In Inner London, despite the average salary size, this rises to *half* of all children.<sup>15</sup> Sadly, no progress has been made in reducing the number of children in poverty in London since 2000.<sup>16</sup>

A clear marker of the level of deprivation and inequality experienced by these communities is life expectancy. The disparity between life expectancy in the most deprived and most prosperous boroughs is stark. A baby boy who happens to be born in Islington has a life expectancy of 74.9 years, compared with 83.1 years for a boy born in Kensington and Chelsea – a difference of 8.2 years.<sup>17</sup>

High rates of family breakdown, worklessness and educational failure are creating a cycle of deprivation. These intergenerational pathways to poverty



Greenwood | 00

London's wealth is not accessible by all. A significant portion of the Capital's residents still live in run down, crime-ridden estates.

8. National Statistics Online, "Annual Survey of Hours and Earnings (ASHE) - 2007 Results."
9. Communities and Local Government, "Indices of Deprivation 2007," <http://www.communities.gov.uk/communities/neighbourhoodrenewal/deprivation/deprivation07/>
10. Ibid.
11. National Statistics Online, "Annual Survey of Hours and Earnings (ASHE) - 2007 Results."
12. Communities and Local Government, "Indices of Deprivation 2007."
13. Ibid.
14. *Capital Gains: London Child Poverty Commission Final Report* (London: London Child Poverty Commission, February 2008), <http://213.86.122.139/docs/capital-gains.pdf>
15. Ibid.
16. Ibid.
17. "Kensington and Chelsea NHS Health Profile 2007"; [http://www.communityhealthprofiles.info/profiles/hp2007/lo\\_res/00AW-HP2007.pdf](http://www.communityhealthprofiles.info/profiles/hp2007/lo_res/00AW-HP2007.pdf); "Islington NHS Health Profile 2007"; [http://www.communityhealthprofiles.info/profiles/hp2007/lo\\_res/00AU-HP2007.pdf](http://www.communityhealthprofiles.info/profiles/hp2007/lo_res/00AU-HP2007.pdf)

are threatening to create a lost generation: excluded from mainstream society these young people are turning to alternative sources of affirmation and income such as crime and gang culture.

The policy proposals recommended in this document are designed to make the benefits of London's economic success accessible to all and to reduce the gap between London's most deprived and prosperous communities. All young Londoners should have access to the Capital's opportunities, regardless of post-code.

## STATE OF THE CITY'S YOUTH

### EDUCATIONAL FAILURE

Educational achievement is the cornerstone of social mobility, and as such, every young person must have access to a positive learning environment. Sadly, this is not yet the case for many young people in London.

- The overall percentage of students in London gaining 5 A\*-C grades at GCSE (including Maths and English)<sup>18</sup> masks serious disparity between the most deprived and the most prosperous boroughs. For example in Greenwich just 34 per cent of young people attain 5 good GCSEs, compared to almost double that proportion in Sutton<sup>19</sup>
- In Islington just 22% of non-selective state schools meet or surpass the national average for 5 A\*-Cs at GCSE. This compares to 75% in Chelsea and Kensington, and 71% in Hounslow<sup>20</sup>
- In 2005/6, permanent exclusion rates were **25% higher** in the Capital than in England as a whole, with some boroughs **excluding more than twice** the national average (Hounslow, Croydon and Greenwich) of young people from mainstream education<sup>21</sup>
- In London, as is the case nationally, a significant portion (13.9%) of residents have no qualifications<sup>22</sup>
- **In Hackney and Tower Hamlets, more than one in four people lack any qualifications<sup>23</sup>**

### *The long-term penalty*

Many London schools are not equipping young people with the skills and qualifications they need to access the opportunities offered by our great Capital.

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18. All references to 5 or more A\*-C grades at GCSE are inclusive of Maths and English

19. In Sutton the rate is 65% "BBC NEWS - Education - League Tables," [http://news.bbc.co.uk/1/hi/education/league\\_tables/default.stm](http://news.bbc.co.uk/1/hi/education/league_tables/default.stm)

20. Ibid, Based on 2006/7 school GCSE results

21. Includes primary, secondary and special schools. Department for Innovation, Universities and Skills and Department for Children, Schools and Families, "Permanent and Fixed Period Exclusions from Schools and Exclusion Appeals in England 2005/06," <http://www.dfes.gov.uk/rsgateway/DB/SFR/s000733/index.shtml>

22. Official Labour Market Statistics, Jan - Dec 2006, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

23. Ibid

The NEET (not in education, employment or training) rate in the most deprived areas of London reflects this educational failure and underachievement. For example, in Southwark the percentage of NEET 16-18 year olds is **50 per cent higher** than the national rate, and in Hackney the NEET rate is **70 per cent higher**.<sup>24</sup>

This has long-term consequences. A young person's future employment and earning potential is adversely affected by a stint in the NEET category. Citing both national and international research, a Princes Trust paper, *The cost of exclusion*, highlighted up to a 15 per cent long-term impact on wages resulting from being NEET.<sup>25</sup> In an increasingly knowledge-led economy, these young people have limited scope for progression. **Work is the only sustainable route out of poverty, therefore young people who have experienced being NEET have a significantly reduced chance of escaping poverty.**

The link between lack of qualifications and likelihood of worklessness is reflected in the adult population: the boroughs with the highest levels of worklessness also have the highest proportions of working-age residents without any qualifications. Hence in Tower Hamlets 47.4 per cent of adults are not in work and 1 in 4 have no qualifications.<sup>26</sup> In comparison, in Barnet 29.9 per cent of people are workless and 1 in 13 people have no qualifications.<sup>27</sup>

### *The immediate impact*

Educational failure does not just impact a young person's future employment opportunities, it also affects their immediate lifestyle choices. According to the 2005 Offending, Crime and Justice Survey (OCJS) 55 per cent of offenders aged 10-15 had been suspended or expelled and 48 per cent had truanted.<sup>28</sup>

Projects working with gang-involved young people bare this out. For example, 70 per cent plus of the young people involved in the Lambeth X-it gang desistance programme had been excluded from school, and most of the others had either been poor on non-attendees.<sup>29</sup> A lack of engagement at school and the subsequent failure to attain good (if any) qualifications, coupled with residency in a neighbourhood suffering high social breakdown, has massive negative effects on young people's lives.



EYLA provides supplementary education in East London to ensure that young black boys reach their potential.



Iain and Betsy Duncan Smith visiting Tabernacle School. Tabernacle School was set up in 1998 to tackle educational under-achievement in inner city London.

24. The national NEET rate is 7.7%, in Southwark it is 11.7%, in Hackney it is 13.1% Research as Evidence, *What works in preventing and re-engaging young people NEET in London* (London: Greater London Authority, February 2007), <http://www.london.gov.uk/mayor/children/docs/neet-report.pdf>
25. *The Cost of Exclusion: Counting the cost of youth disadvantage in the UK*, The Princes Trust, 2007
26. Official Labour Market Statistics, Jan – Dec 2006, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)
27. Ibid
28. *Young People and Crime: Findings from the 2005 Offending, Crime and Justice Survey*, Debbie Wilson, Clare Sharp and Alison Patterson, Home Office Statistical Bulletin, 17/06, December 2006
29. *Young and Safe in Lambeth*, John Pitts, 2008, Restricted

### FAMILY BREAKDOWN

A lack of engagement with school is often linked to living in a chaotic family environment. Likewise, engagement in crime and gang culture often correlates



Betsy Duncan Smith at New Park Nursery, Islington.

with experience of family breakdown and/or poor parenting. In a recent Home Affairs Committee evidence session, London Mayor Ken Livingstone submitted that London’s crime and antisocial behaviour problems were, in part, the result of families failing to instil social values in children.<sup>30</sup> He is right to recognise the impact of family breakdown and poor parenting on a child’s behaviour and life chances. However this cannot be solved by asking teachers to take on the role of surrogate parent. Politicians like Graham Allen MP have highlighted the importance of the first three years in a child’s development. If a child

arrives at school without basic social and language skills, a teacher’s time will be diverted from teaching to maintaining discipline and ‘parenting’. Having identified the importance of the family, policy must now be implemented to value and support it.

- According to the 2001 census, nearly half of all families with dependent children in London are headed by a lone parent. This is more than 18% higher than in Manchester or Glasgow and **65 per cent higher** than the national average for England and Wales<sup>31</sup>
- More than half of all families with dependent children are headed by a lone parent in 8 London councils – Greenwich, Lambeth, Lewisham, Southwark, Haringey, Tower Hamlets, Hackney and Newham
- Newham has the **highest rate** of lone parent headed families with dependent children **of any authority in England and Wales at almost 60%**<sup>32</sup>
- In 2005, 18 London councils exceeded the national rate for under-18 conceptions<sup>33</sup>
- In 2005, nearly 1 in 12 girls aged 15-17 living in Lambeth became pregnant. This is **double** the national rate for England and Wales and **4 times** the rate for Richmond (where just 1 in 48 girls aged 15-17 became pregnant)<sup>34</sup>
- The number of children in care per capita in London in 2005 (73 per 10,000) is nearly a third higher than the national average for England and Wales (55 per 10,000)<sup>35</sup>

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30. “Ken hits at moral vacuum”, Metro, 12/03/08  
 31. The national average is 28.5%, the London rate is 47.2%, “Lone parent families with dependent children,” <http://www.nchod.nhs.uk/>. 2001 rates for Manchester and Glasgow are just above 40%, “Scotland Census Results Online (SCRO)” Table UV65; National Statistics Online based on 2001 Census Data.  
 32. Ibid.  
 33. Every Child Matters, “Under-18 Conception Statistics 1998-2006,” <http://www.everychildmatters.gov.uk/resources-and-practice/IG00200/>.  
 34. Ibid.  
 35. Department for Children, Schools and Families, “Children Looked After by Local Authorities, Year Ending 31 March 2005,” <http://www.dfes.gov.uk/rsgateway/DB/VOL/v000646/index.shtml>.

- In several Inner London boroughs (Hammersmith and Fulham, Islington, Southwark, and Lambeth) the percentage of children in care is **more than twice** the national average<sup>36</sup>

Recent research by the London Child Poverty Commission confirms that London's high rate of child poverty is linked to its acute family breakdown: children living in lone parent households are more likely to be living in poverty than their two-parent counterparts. This is in large part because lone parent households are considerably more likely to be workless. As noted in *Breakthrough Britain*, the worklessness rate for lone parents nationally is 42 per cent compared to 5 per cent for couple households with dependent children.<sup>37</sup> Lone parents in London have particularly low employment rates: just 45 per cent are in employment compared with 58 per cent outside of London.<sup>38</sup> Along with educational failure, growing up in a workless household can have a long-term impact on a child's future employment prospects: a University of Michigan study found that, holding constant for other variables, the more welfare income received by a family while a boy was growing up, the lower his earnings as an adult.<sup>39</sup> **Family breakdown increases the chances of a young person living in poverty, and reduces the chances of a young person escaping poverty as an adult.**

More than this, the family environment is fundamental to the psychological, physical and emotional development of children, providing skills that are vital to personal, social and eventually economic development. Stable (married) relationships are crucial: evidence shows that the children of two-parent married couples are less likely to experience addiction, failed education, teenage conception, crime, worklessness and poverty.<sup>41</sup>

An increasing number of children are born to unmarried couples. This is likely to further perpetuate the problem of family breakdown. Marriage is key to stable relationships. **The majority of family breakdown results**

Polling for *Breakdown Britain* found that if you are not brought up in a two-parent family you are:

- 75% more likely to fail at school
- 70% more likely to be a drug addict
- 50% more likely to have an alcohol problem
- 40% more likely to have serious debt problems
- 35% more likely to experience unemployment/welfare dependency

#### The "Marriage Effect"

Research consistently shows that married individuals fare better in terms of physical health and longevity than the never married, while the never married fare better than the divorced, separated and widowed. Compared to the married, unmarried people have significantly higher mortality rates: 50% higher for women and 250% higher for men.<sup>40</sup> Researchers call this the "marriage effect".



Strengthening the family is essential if London is to reverse its social breakdown.

36. Ibid.

37. *Capital Gains: London Child Poverty Commission Final Report* (London: London Child Poverty Commission, February 2008), <http://213.86.122.139/docs/capital-gains.pdf>

38. London Child Poverty Commission, "Facts about child poverty," <http://213.86.122.139/facts/>.

39. Cited in *A better way to help the low paid, US lessons for the UK tax credits system*, Rupert Darwall, Centre for Policy Studies, 2006

40. Ross C.E., Mirowsky J. and Goldstein K., 1990, "The Impact of the Family on Health, A Decade in Review," *Journal of Marriage and the Family*, Vol. 52, No. 4

41. *Breakdown Britain*, Volume 2 Fractured Families, Social Justice Policy Group, 2006.

**from the dissolution of co-habiting relationships.** As highlighted in Breakthrough Britain, European data shows that fewer than one in 12 (8 per cent) married parents split up before their child's fifth birthday, **for co-habiting couples this increases to one in two (43 per cent).**<sup>42</sup>

If a person's life chances are predicated on their experiences in childhood, then reversing London's family breakdown is a key component in improving the futures of the Capital's children. Strengthening the family would go some way in breaking the intergenerational transmission of poverty.

#### WORKLESSNESS AND ECONOMIC DEPENDENCY

As noted, the link between educational failure and worklessness is visible both in the above NEET rates, and in the employment rates of London's youth and adult populations. Work is the sustainable route out of poverty for the vast majority of people. In areas with high levels of worklessness, poverty and social exclusion will be correspondingly high.

- In 2007, the London youth unemployment rate was 20%. This was compared to a rate of 12% in the East Midlands, and 11% in both the South East and South West<sup>43</sup>
- There was a **33% increase** in youth unemployment in London between 2003 and 2007<sup>44</sup>
- London's overall unemployment rate of 7.5% places it amongst the worst performing cities in the UK (Manchester, 7.5%; Glasgow City, 7.8%; Birmingham, 10.1%), and the most deprived councils exceed even Birmingham's surprisingly poor unemployment rate (Lambeth, 10.5%; Hackney, 12.7%; Newham, 11.9% and Tower Hamlets, 14.9%)<sup>45</sup>
- London has the **worst working age employment rate** of any area in the UK and the **highest variation** between local authorities<sup>46</sup>
- In 2007, the rate of economic inactivity in London was 25% - **16% higher** than the national average<sup>47</sup>
- 23 London councils have **above** national average economic inactivity, with more than 1 in 3 people economically inactive in Tower Hamlets (37.5%)<sup>48</sup>
- 5 London councils have economic inactivity rates greater than 30% (Hackney, 31.0%, Westminster, 33.5%; Newham, 34.2%; Kensington and

42. Breakthrough Britain, Volume 2 Fractured Families, Social Justice Policy Group, July 2006

43. Written response to parliamentary question by Lynne Featherstone MP, 30th October 2007

44. Ibid

45. Annual Population Survey, April – June 07, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

46. National Statistics Online, "Labour Market: Local Employment," <http://www.statistics.gov.uk/cci/nugget.asp?id=252>

47. Economically Inactive means not in work and not seeking work (therefore not including those claiming Jobseekers' Allowance); Annual Population Survey, April – June 07, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

48. Ibid

Chelsea, 31.5%; Tower Hamlets, 37.5%). These rates are greater than in Manchester, Glasgow or Birmingham<sup>49</sup>

- 4 boroughs have worklessness rates in **excess of 40%**: Hackney (43.7%), Newham (46.1%), Westminster (41.5%) and Tower Hamlets (52.4%)<sup>50</sup>
- **More than one in five** working age people are in receipt of benefits in London's most hard-pressed councils (Tower Hamlets, Hackney, Newham and Barking & Dagenham), with the highest rates surpassing the national average for Great Britain by almost 60 per cent<sup>51</sup>

**Table 1: Benefit claimant and economic activity levels in different London boroughs (as percentages of each borough's total working age population)<sup>52</sup>**

	Unemployment Rate	JSA Claimants	IB Claimants	Lone Parents on Income Support	Total benefit claimants	Economic Inactivity
Islington	10.1%	3.8%	9.0%	4.4%	19.6%	26.5%
Tower Hamlets	14.9%	5.4%	7.6%	3.9%	20.2%	37.5%
Hackney	12.7%	5.1%	9.3%	5.3%	22.6%	31.0%
Croydon	4.1%	2.5%	5.5%	3.4%	13.6%	19.4%
Richmond Upon Thames	3.8%	1.1%	3.3%	1.2%	6.9%	19.3%
London	7.5%	2.9%	6.1%	3.2%	14.4%	25.0%

As Table 1 shows, the proportion of people claiming benefits varies considerably across London boroughs. Hence in Islington, Tower Hamlets and Hackney the overall benefit claimant rates (as a total of the working age population) are *at least* 36 per cent higher than the London average, with a **57 per cent higher** rate in Hackney. By comparison, in Croydon – an 'average' borough – the rate is 18 per cent lower than the London average, and in prosperous Richmond it is **almost 70 per cent lower**.

The youth unemployment statistics for London constituencies are similarly disparate. For example, in Hackney North and Stoke Newington the youth unemployment rate in 2007 was 35 per cent, in Islington South and Finsbury it was 32 per cent, and in Poplar and Canning Town (Tower Hamlets) it was 37 per cent. This stands in contrast to a rate of 16 per cent in Twickenham (Richmond).<sup>53</sup> The differences in the levels of worklessness in the working age population are reflected in the youth population. Worklessness and poverty are

49. Ibid

50. Worklessness defined as the sum of the economic inactivity rate and the unemployment rate, *ibid*

51. Benefit Claimants Working Age Client Group, April – June 07, [www.nomicweb.co.uk](http://www.nomicweb.co.uk)

52. Annual Population Survey, April – June 07, [www.nomicweb.co.uk](http://www.nomicweb.co.uk); Benefit Claimants Working Age Client Group, April – June 07, [www.nomisweb.co.uk](http://www.nomisweb.co.uk)

53. Written response to parliamentary question by Lynne Featherstone MP, 30th October 2007

**Intra-borough disparity**

Within many London boroughs there is considerable variation between levels of poverty and social exclusion. In, for example, Westminster and Camden, you need only to cross the width of a street to experience the extremes of wealth and poverty.

The youth unemployment rates for London constituencies in 2007 are illustrative of this intra-borough contrast:<sup>56</sup>

- A young person living in Brent North has more than a 1 in 2 chance of being unemployed, if that young person lived in Brent South this chance would be reduced to just 1 in 5
- A young person living in Croydon Central has more than a 1 in 3 chance of being unemployed, if that young person lived in Croydon North this would be reduced to just over 1 in 8

often intergenerational: a child living in a workless household is more likely to be workless as an adult.<sup>54</sup>

Importantly, the effects of worklessness are not solely economic. Research shows that income from work facilitates social inclusion and improves physical and mental health: income from benefits has the *opposite* effect.<sup>55</sup> In Glasgow, a study of the 'Shettleston Man' (the collective name given to a group of men living in social housing in Shettleston, who were terminally out of work and had a life expectancy of just 63) clearly demonstrated the positive effects of work. Research found that engagement in work reversed the adverse impact that the stress of living in deprivation had on Shettleston Man's white blood cells: changes in diet and exercise did not have this impact.<sup>57</sup>

It is unacceptable that in a city with an economy larger than some European countries, some boroughs have more than one in five people dependent on state benefits and almost half of all working age residents workless. Worklessness and poverty go hand in hand, and as such

we must support those on benefits to make the transition into sustainable work.

## THE COSTS OF SOCIAL BREAKDOWN

### CRIME

#### *What are London's crime rates?*

Many London residents do not feel safe in their own city. For example, nearly 1 in 3 Londoners (28 per cent) experience high levels of worry over violent crime, compared with only 17 per cent of people in England and Wales.<sup>58</sup> However, according to the Greater London Authority (GLA) and the Metropolitan Police Service (MPS), crime rates are low and declining. This discrepancy between the public's perception of high crime levels and the low levels reported by the police is concerning.

There are very serious concerns with the way actual levels of crime in London are recorded and reported. Currently there is a reliance on MPS crime statistics, as they alone offer crime data at a council level. However, MPS statistics systematically underreport crime levels, as they do not capture the massive number of

54. *The intergenerational transmission of disadvantage and advantage for various studies*, Centre for Longitudinal Studies, Briefing February 2007

55. Gordon Wadell and A Kim Burton, "Is Work Good for your Health and Well-Being?"; 2006

56. Written response to parliamentary question by Lynne Featherstone MP, 30th October 2007

57. [www.humanservices.blogspot.com/2006/05/greg-ashmead-what-on-earth-is-for.html](http://www.humanservices.blogspot.com/2006/05/greg-ashmead-what-on-earth-is-for.html)

58. Sarah Kirwan, Charlotte Wood, and Alison Patterson, "Crime in England and Wales 2006/7: London Region," <http://www.homeoffice.gov.uk/rds/pdfs07/london07.pdf>

crimes which go unreported - **currently estimated at over 60 per cent of offences.**<sup>59</sup> Nor do they capture reports of crime which the police choose not to record.

Figures from the Home Office's British Crime Survey (BCS) show that crime levels are more than twice what MPS statistics suggest.<sup>60</sup> The BCS, which "aims to give a better reflection of the true extent of crime"<sup>61</sup>, polls a large cross-section of society and uses this data to estimate general crime levels and trends. Not only does BCS estimate higher levels of crime, it increasingly contradicts MPS data which suggests that crime rates are declining – BCS data shows them remaining stable from 2004 onwards.<sup>62</sup>

In addition, studies estimate that even the BCS underreports crime levels - by more than 3 million incidents nationally every year - and skews trends because of methodological problems.<sup>63</sup> For example, the BCS excludes crime against youths under 16, or people in irregular housing. It also fails to capture 'victimless' crimes or crimes where victims are unable or unlikely to report crime to a survey (for example, murders and sexual assaults). Importantly, it fails to capture repeat victimization, since it records a maximum of five crimes per person surveyed. Thus, recent increases in these types of victimization are systematically excluded from reported crime levels and trends.<sup>64</sup>

This leaves us with three conflicting pictures of the state of crime in the Capital: a positive picture presented by police statistics, a less positive picture reported by victims of crime, and another picture of crime in the Capital, a large portion of which experts say is not being recorded or addressed by police.



The true level of crime in the Capital is unknown, with an estimated 60% of offences going unreported.

**Table 2: Results from a survey of businesses in Chingford regarding anti-social behaviour and other crime**

Crime	Affected (%)	Victims Dissatisfied with Police (%)
Robbery	51.1%	45.6%
Vandalism	54.4%	62.2%
Physical assault	20.0%	33.3%
Verbal Abuse	35.5%	81.2%

### ***Crime in the Capital***

According to the most recent annual report on crime in the Capital provided by the MPS, despite a London-wide decrease of 7.29 per cent in the total number of reported criminal offences between 2000/1 and 2006/7, during that same period there has been a **17.44 per cent increase in offences involving violence against the person (VAP).**<sup>65</sup> The approximate number of recorded VAP offences rose from 155,000 in 2000/1 to 182,000 in 2006/7, with a peak of over

59. Adrian Smith, *Crime Statistics: An Independent Review*, November 2006, <http://www.homeoffice.gov.uk/rds/pdfs06/crime-statistics-independent-review-06.pdf>

60. Jansson, *British Crime Survey: Measuring Crime for 25 Years*, 2007, <http://www.homeoffice.gov.uk/rds/pdfs07/bcs25.pdf>

61. Ibid.

62. Ibid.

63. Graham Farrell and Ken Pease, "Crime in England and Wales: More Violence and More Chronic Victims," *Civitas Review* 4, no. 2 (June 2007), <http://www.civitas.org.uk/pdf/CivitasReviewJun07.pdf>

64. Ibid.

65. "MPS Offences by borough, 2006/7," [http://www.met.police.uk/crimestatistics/2007/2006\\_07\\_yend.htm](http://www.met.police.uk/crimestatistics/2007/2006_07_yend.htm); "Metropolitan Police Service - Crime statistics," <http://www.met.police.uk/crimestatistics/>.

**Table 3. Violence Against the Person in several London boroughs<sup>66</sup>**

	Total Offences		Offences (per 1000)	Increase (%)
	2000/1	2006/7	2006/7	00/01-06/07
VAP				
Tower Hamlets	5965	7727	36	29.54%
Islington	5443	6289	34	15.54%
Hackney	6320	7148	34	13.10%
Croydon	6327	6741	20	6.54%
Richmond Upon Thames	1991	2122	12	6.58%
London	155276	182355	24	17.44%

200,000 in 2004/5.<sup>67</sup> Proportional increases in VAP were often highest in Outer London boroughs. **During this 7 year period Hillingdon has seen such offences increase by 44.4 per cent, Sutton 45.4 per cent and Bromley 49.9 per cent.**<sup>68</sup>

This same period also saw an increase of 128.42 per cent in drug offences.<sup>69</sup> In 2000/1, there were over 23,500 police recorded drug offences. By 2006/7, this number had grown to nearly 54,000 drug offences. According to BCS analysis, this rise corresponds with increased use of police powers to issue cannabis warnings,<sup>70</sup> but it also coincides with an increase in the use of the class A drug cocaine.<sup>71</sup>

#### **Youth involvement in gang and gun-crime**

- A restricted MPS report in 2006 identified 169 gangs in London, with more than a quarter involved in murders and nearly half in serious assaults.<sup>72</sup> Their 2007 report identified **171 gangs**<sup>73</sup>
- John Pitts, in his study of gangs in Waltham Forest, identified 18 gangs compared with the MPS estimate of 11. In his Lambeth report he identified over 40 gangs compared with the MPS estimate of 27
- In the three months leading up to September 2005, 81% of those accused of gun and knife enabled crime were 25 years old or younger, and 28% were 17 or younger<sup>74</sup>

The CSJ spoke with 8 male teenagers at a youth project in Lewisham. 7 claimed to know someone who owned a gun and 5 had, at some point, personally carried a knife. All cited the need for protection as the reason for carrying a weapon.

A significant, albeit small, minority of children and young people in London are turning to gangs as an alternative source of identity and income. As noted above (*Educational Failure*), a high proportion of gang-involved young people have been excluded from school. Lacking any qualifica-

66. "MPS Offences by borough, 2006/7."; offences per 1,000 based on author's calculations

67. *ibid*

68. *ibid*

69. *Ibid*

70. *Crime in England and Wales: Quarterly Update to September 2007* (Home Office, January 2008), <http://www.homeoffice.gov.uk/rds/pdfs08/hosb0108.pdf>

71. Rachel Murphy and Stephen Roe, *Drug Misuse Declared: Findings from the 2006/7 British Crime Survey* (Home Office, October 2007), <http://www.homeoffice.gov.uk/rds/pdfs07/hosb1807.pdf>

72. BBC News, *Police identify 169 London gangs*, 21/02/2007;

73. BBC News, "Lambeth boasts 25% of youth gangs," February 13, 2008, <http://news.bbc.co.uk/1/hi/england/london/7243742.stm>

74. Gun and knife enabled crime in London (Greater London Authority, 2005), [www.london.gov.uk/gangs/docs/guns-weapons-report.pdf](http://www.london.gov.uk/gangs/docs/guns-weapons-report.pdf)

tions, and living at the margins of society they are unable to gain meaningful employment. Gang culture allows them to gain the 'respect' and affirmation they seek, to earn the money they need to buy the clothes and goods they desire, and to gain a sense of belonging in a society they feel ostracized from.

For many of these young people, the gang becomes an alternative 'family'. Gangs are most commonly found in acutely deprived communities, and it is in these same communities that the highest levels of family and social breakdown are found. One ex-gang member from South London told The Centre for Social Justice that families needed access to counseling and support so that parents don't break up. He said that the anger created by family breakdown 'messes children up', which encourages them to get involved in violence and gangs.

Public perception supports this. A 2007 Guardian poll found that 80 per cent of those polled agreed that family breakdown was the strongest underlying factor in increased shootings in London – more than any other suggested cause.<sup>75</sup>

Family breakdown and educational failure have abandoned many of London's youth to lives of crime and violence. Policies are needed to strengthen the family and our schools, and to offer economic opportunities and hope to London's youngest and most vulnerable.



Young people need support and positive opportunities in order to prevent their involvement in youth crime.



StreetVibes Youth offers educational and diversionary opportunities to disadvantaged young people.

### DRUG AND ALCOHOL ADDICTION

- As of 2006, 21% of adult Londoners were hazardous or harmful users of alcohol – this equates to one million people – and 5% (217,400) of adult Londoners were dependent drinkers<sup>76</sup>
- The percentage of working age people who claim incapacity benefits (IB) based on alcoholism is **more than twice** the national average for England in 5 Inner London boroughs (Southwark, Lambeth, Camden, Hackney and Islington)<sup>77</sup>
- Alcohol-related deaths shorten the average London male's life by 10 months<sup>78</sup>

Inner London boroughs account for nine out of the top eleven places with the highest rates of problematic drug use in England<sup>79</sup>

75. Guardian, "Teenage gang shootings blamed on family breakdown, poll reveals," February 23, 2007, <http://www.guardian.co.uk/uk/2007/feb/23/ukguns.ukcrime>

76. *Choosing Health: A briefing on reducing alcohol-related harm and encouraging sensible drinking in London* (London Health Observatory, April 2006), <http://www.lho.org.uk/Download/Public/10367/1/LHO%20Alcohol%20Brief%20PDF%20for%20Web.pdf>

77. "Local Alcohol Profiles for England," <http://www.nwph.net/alcohol/lape/index.htm>

78. Ibid.

79. *London: The highs and lows 2* (Greater London Alcohol and Drug Alliance, January 2007), [http://www.london.gov.uk/mayor/health/drugs\\_and\\_alcohol/docs/highs-lows2.pdf](http://www.london.gov.uk/mayor/health/drugs_and_alcohol/docs/highs-lows2.pdf)



**Table 4. Disparate Standard Mortality Rates (SMR) in London boroughs, 2004<sup>88</sup>**

	Overall SMR	All Cancers SMR	Stroke SMR	Suicide SMR
Tower Hamlets	122.1	128.8	92.8	135.7
Islington	115	125.2	84.9	154.7
Hackney	103	102.2	82.8	119.5
Croydon	95.7	92.1	94.3	63.5
Richmond Upon Thames	87	91.5	76.3	53.3

**A tale of two cities**

A boy born and raised in Lambeth will, on average, live 8 years less than another born in Kensington and Chelsea. He will have more than a 50 per cent chance of being born into a single parent family, which will in turn increase his chances of growing up in poverty and reduce his chances of later economic success.

At school, he will have less than a 40 per cent chance of achieving 5 A\*-C in his GCSEs and will have over a 20 per cent chance of gaining no qualifications whatsoever. This likelihood of educational failure means his chances of gaining employment are significantly reduced and thus his chances of living in poverty in adulthood are, again, increased.



XLP operates a mobile youth club offering diversionary activities to young people in South East London. The bus is able to travel across gang boundaries and therefore engage more young people than a static youth club.

Living in a violent area he is more likely to become both a victim and a perpetrator of violent crime. The estimated 40 plus gangs operating in Lambeth offer him an alternative source of identity and income, as well as a mode of protection.

Compare this with the London experienced by a boy born in Richmond upon Thames. His life expectancy will be 79.4 years, giving him 5 years longer to live than his Lambeth counterpart.

He will have nearly a 50 per cent chance of obtaining five good GCSEs and only 6 per cent chance of not gaining any qualifications. In London's high skill economy, educational success is essential to social mobility. This is borne out in Richmond's 76.5 per cent employment rate, with just 7 per cent of working age adults claiming state benefits. His Lambeth counterpart is two and a half times more likely to claim benefits.

The probability of becoming a problem drug user is five times as high in Lambeth, and the likelihood of teenage conception is four times as high.

The costs of social breakdown are severe and mutually reinforcing: increased crime, poor health, social exclusion, economic dependency and family breakdown all reinforce each other. Increasingly these costs are being paid by the youngest and most vulnerable members of society.

88. Association of Public Health Authorities "Summary of Indicators by Region" <http://www.apho.org.uk/resource/item.aspx?RID=39364>

## GUARANTEEING A BETTER FUTURE FOR LONDON'S YOUNG PEOPLE

### TURNING LIVES AROUND – THIRD SECTOR SUPPORT

*Across the UK there are thousands of grassroots poverty fighting organisations working to tackle deprivation and social breakdown. These charities are transforming people's lives on a daily basis. London is no exception with numerous excellent projects working with disadvantaged people.*

#### **Case Study 1: StreetVibes Youth**

StreetVibes Youth was founded in 2005 to provide diversionary and educational opportunities for 'at risk' young people in South London. Focusing on music as a way to engage disenfranchised young people, the charity offers fully accredited BTEC courses in music technology and production. In the three years since the project was established, StreetVibes Youth has delivered 328 BTEC accredited units. StreetVibes works closely with local partners who refer young people to the charity – including Connexions, schools, police and Youth Offending Teams – and the structured support they provide enables those young people to get back into education, training or employment.

Often living in neighbourhoods in which gang culture and violence is an everyday reality, StreetVibes offers a positive alternative.

StreetVibes Youth has been awarded a number of different accolades including Enterprise Insight 'Enterprise Ambassador' in 2005.

Local and national government must recognise the invaluable role that innovative third sector organisations play in helping individuals and families to rebuild their lives and achieve their potential. They must recognise that people living in disadvantaged communities are more likely to engage with voluntary rather than public sector organisations: in some communities trust in state services is very low. We therefore recommend that London Councils use the third sector, where there is a proven track record of success, to deliver an increased proportion of public services.

Therefore, to strengthen the third sector and enable it to play a greater role in our most vulnerable communities, increased levels of government funding are required. Crucially, this must be with less prescription and on a longer term basis than is currently available. There should also be greater indirect statutory funding through tax relief, match funding and community endowments.

## SUPPORTING WORK AND INDEPENDENCE

*Current policies to get people back to work are proving ineffective in London's most deprived communities. The Capital needs effective national and local policies that will facilitate an individual's transition from welfare to work, and, crucially, keep them in work. This in turn will result in improved mental and physical health, and fewer workless households meaning increased life chances for children.*

### ***Providing personalised support to help people back to work***

Programmes designed to help people to make the transition from welfare to work must be tailored to the individual if complex, and often multiple, barriers to work are to be overcome. One-to-one action plans should be drawn up by a personal adviser based on an accurate assessment of the individual, and the plan should be grounded in a work-first approach.

We therefore recommend outsourcing welfare-to-work programmes to innovative and successful private and third sector organisations to deliver a one-to-one service.

#### **Case Study 2: Tomorrow's People**

Tomorrow's People is a specialist charitable trust which focuses on getting those furthest from the labour market back into work. The charity provides tailored one-to-one support for those facing multiple barriers to employment. Tomorrow's People not only provide training and advice, but also personalised mentoring to ensure their clients are emotionally ready for work. Importantly, this support continues once the client is in work to ensure sustained employment. The charity also does outreach work, including having consultants in GP surgeries.

A 20 year evaluation of the charity's work found that a huge 77 per cent of people helped to find work secured full-time employment, and 76 per cent of them were still in work 12 months later.

### ***Sustained support***

Making the transition from welfare to work is one thing, sustaining work is another. Currently a disturbing number of benefit claimants who do find work are unable to stay there, instead falling back onto benefits. This is particularly true for lone parents.

We therefore recommend maintaining one-on-one support for a minimum of 12 months after an individual has moved into work. To ensure that this happens we propose that payment of providers is primarily results-based and reflective of the need to *keep* people in work: payment should be staggered once a client is in work. Payment should also be tiered to reflect the complexity of a client's case.

### ***Clear work expectations***

Less than 20 per cent of non-pension welfare expenditure places any expectations on its recipients: people are left languishing on benefits, moving further and further away from the labour market in the process. We therefore recommend revising the benefits system in order to ensure a ‘something for something’ culture which supports those in genuine need of support, but ensures those who can work do so.

### ***Incentivising work and reforming the welfare system***

The Centre for Social Justice is currently undertaking an in depth study of both in- and out-of-work benefits in order to recommend detailed reforms that will ensure a benefits system that incentivises work, strengthens the family, minimises fraud and is simplified to increase accessibility and effectiveness.

## **EDUCATIONAL FAILURE TO EDUCATIONAL ACHIEVEMENT**

*London schools must be equipping young people with the skills to ensure them a bright future. Educational underachievement and failure too often lead to worklessness and social exclusion. Too many of London’s young people are trapped in failing schools: urgent redress is needed.*

### ***Pioneer Schools***

#### **Case Study 3: Eastside Young Leaders Academy**

Working in East London EYLA provides supplementary schooling for young black boys who have been referred by their schools due to risk of exclusion. EYLA provides additional schooling and diversionary and motivational activities during after school hours, Saturdays and school holidays.

The charity supplements the national curriculum to ensure that the boys it works with reach their educational potential – two have recently been awarded scholarships to Rugby independent school. EYLA provides a disciplined yet supportive environment which is producing ‘young leaders’ for the future.

EYLA were the winners of the Guardian Charity Awards 2007.

Pioneer Schools are designed to provide an alternative to failing schools. Young people cannot be left to languish indeterminately in schools that are not delivering educational excellence. Parents must be able to act.

Pioneer schools would enable innovative and committed organisations and individuals in London (including parent groups) to establish new schools in the most deprived localities. These schools would be independent from Local Authority control and therefore able to implement their own recruitment and remuneration structures for employees and teachers, and be free to employ creative and innovative ways of engaging and supporting pupils. This would give parents an alternative to their child’s long-term failing school.

***The best leadership for the toughest schools – rewarding success***

The success of an organisation is directly linked to the quality of its leader: schools are no exception. Without a strong head teacher capable of communicating an ethos of commitment, discipline and aspiration, a school is unlikely to deliver the high standard of education we should be demanding for our children.

In order to attract head teachers to challenging schools who are capable of motivating a staff team and inspiring their pupils to achieve we must reward their work. A premium must be placed on delivering high quality education, especially in primary schools where payment of head teachers is particularly poor. Good leadership in primary schools is essential given the importance of early intervention, and we therefore recommend the introduction of a Disadvantaged Primary School Personnel Investment Fund. This fund, as well as being used to attract and reward excellent head teachers, could be used to equip schools with administrative and bursarial support and thereby reduce the bureaucratic burden currently suffocating head teachers.



EYLA is transforming the lives of young black boys in East London. The charity runs after school, Saturday and school holiday classes and activities.

***Every parent matters***

Parental involvement in a child's education, and therefore a parent's relationship with their child's school, is crucial. We therefore recommend the introduction of Home-School Charters to identify the rights and responsibilities of parents, pupils and teachers; 'be a credit to your child' courses to help parents get the best out of the education system for their children; and full-time Home-School Support Champions to help parents support their child's educational development.

**STRENGTHENING THE FAMILY**

*Family breakdown reflects and perpetuates the levels of deprivation and worklessness – with its associated outcomes such as crime and addiction – that blight too many communities. Tackling London's family breakdown will lead to corresponding improvements in these other areas.*

***Delivering greater family well-being***

Effective and accessible support for families must be available in the heart of our communities. We therefore recommend the introduction of Family Hubs to ensure the integration and coordination of services, and an enhanced role for health visitors in preventing dysfunction in a child's development.

***Relationship and parenting education and support***

Relationship and parenting education is highly valuable for both adults and children, and should therefore be available nationally through schools and

third sector organisations. Particular attention should be paid to vulnerable families, targeted through appropriate access points such as community Family Hubs.

***Pre-break up relationship guidance***

The costs of family breakdown to the Exchequer are estimated at £20 billion, with a fraction being spent on prevention. However, as shown, the cost of family breakdown to society is not simply financial, it is in human capital. To reverse this, much more investment is needed in support and guidance for couples to *prevent* break up. Couples should be able to access relationship guidance programmes and sessions, with specific targeting of those couples most vulnerable to break-up (prison, military and care couples).

***Recognising and rewarding marriage***

There is an overwhelming body of evidence demonstrating that the best outcomes for children are from married couple families. We must support an institution that benefits children and adults so profoundly, and for this reason we recommend the introduction of a transferable tax allowance for married couples.

***Supporting two-parent family formation***

The current tax credit system disadvantages two-parent families. The ‘couple penalty’ in the Working Tax Credit means that couples are better off living apart than together. We therefore recommend enhancing the couple element in order to allow for the second adult.

**SUPPORTING ADDICTS TO A DRUG AND ALCOHOL FREE LIFE**

*The debilitating effects of substance and/or alcohol abuse prevents addicts from participating fully in mainstream society. Alcohol and drug abuse is very high in London, both reflecting and deepening levels of deprivation. A fresh and innovative approach is needed if people are to overcome their addiction and engage in meaningful activities such as employment.*

***An integrated addiction policy***

Many addicts use both drugs and alcohol. A unified service is needed to replace the current fragmented (and unhelpful) separate approach to drug and alcohol treatment. This should be implemented by a National Addiction Trust directly responsible to a specific Cabinet office.

***Expanding abstinence based treatment***

Government must support what works. As such, abstinence based rehabilitation should be at the heart of drug treatment policy – methadone is 97 per cent ineffective in enabling addicts to become drug-free, with a 3 per cent margin of error. Maintenance is not treatment.

We therefore recommend an expansion of third sector abstinence based provision, such as that provided by the Maxie Richards Foundation. Charities with proven track records in enabling addicts to become drug free focus on the individual as a whole and hence tackle the causes not just the symptoms of addiction.

### ***Reclassifying Cannabis***

Government must reclassify Cannabis from Class C to Class B as part of a national action plan to discourage the drug's use. Evidence linking Cannabis use to mental health problems is clear, and government must send the message that its use is both serious and dangerous. This is particularly important in protecting children and young people, whose use of Cannabis has increased considerably over the past thirty years. As well as this, properly funded rehabilitation programmes such as those in Sweden and Holland – designed specifically for young people – are required.<sup>89</sup>

#### **Case Study 4: I NE (One North East London)**

I NE runs abstinence based rehabilitation programmes for people with drug and alcohol addictions. The charity not only provides support and therapy for the users themselves, but also provides counseling for their family and friends through their Relatives Service. Alongside their structured programmes I NE also conducts outreach work. This enables them to reach people who would otherwise not access such services, including rough sleepers and street drinkers.

I NE were awarded a Centre for Social Justice Award in 2007 for their excellent work.

### ***Acknowledging the link between affordability and consumption – a Treatment Tax***

Attaching a treatment tax to alcohol would have a two-fold effect. Firstly it recognises the link between cost and consumption – the cheaper the product the higher the consumption – and thereby reduces consumption. Secondly, it provides much needed funds to help treat alcohol and drug addiction.

## **CONCLUSION**

London is not only the thriving capital of UK culture and commerce, but is emerging as perhaps *the* world capital of the 21st Century. However, its considerable domestic achievements and international prestige will mean little if they come at the expense of a lost generation. While the most affluent of London's young have access to the city's seemingly limitless opportunities,

89. Breakdown Britain, Volume 3: Addicted Britain, Chapter 4, 2006

nearly half are raised in poverty and have experienced family breakdown. For these young people the poverty they live in is not simply economic: they suffer a poverty of aspiration and opportunity resulting from the failure of society to mend the social breakdown surrounding them.



Early intervention is vital to help children with behavioural problems. Chance UK provides mentoring for primary school children. The charity is transforming the lives of children and their families through targeted and sustained intervention.

It is unthinkable that one of the world's wealthiest cities might leave so many behind.

The policies recommended here will enable *all* London's residents to participate fully in London life and to seize the opportunities that are currently only available to some. Achievement and aspirations need not be determined by postal codes. Building on the groundbreaking work of voluntary sector organisations in the most deprived communities, these policies represent the first steps towards mending London's broken society.

## APPENDIX 1. WHOSE RESPONSIBILITY IS LONDON?

Greater London is a metropolitan area which comprises 32 boroughs in addition to the City of London (which is not a borough and is administered by the independent City of London Corporation).

Each of London's boroughs has an elected council responsible for providing essential local services such as schools and refuse collection. Since 2000, London's councils have been represented and coordinated by the Mayor of London heading up the Greater London Authority (GLA). The Mayor and GLA are responsible for the policy direction of significant London-wide services, such as police services (Metropolitan Police Authority), transport (Transport for London), and development and strategic planning (London Development Agency).

The remaining major social services, such as health and welfare, are administered by central government agencies at a national level.

### ***Government Responsibilities for London:***

#### *Services*

Local Authorities: Local services (libraries, refuse collection, etc.)

Mayor: Emergency services (police, fire, etc.)

Central Government: Main social services (welfare, health, etc.)

#### *Economy*

Local Authorities: Local programmes

Mayor: LDA development strategy

Central Government: Tax, regulation and spending

#### *Skills and Education*

Local Authorities: Schools

Mayor: LDA review of skills needs

Central Government: Funding, HE and FE sectors, Job Centre Plus

## APPENDIX 2. LONDON'S 25 MOST DEPRIVED WARDS<sup>90</sup>

Ward	Local Authority	London Rank 1 = Most Deprived
King's Park	Hackney	25
Bethnal Green North	Tower Hamlets	24
Hackney Central	Hackney	23
Shadwell	Tower Hamlets	22
Bethnal Green South	Tower Hamlets	21
Little Ilford	Newham	20
Dalston	Hackney	19
Weavers	Tower Hamlets	18
Golborne	Kensington and Chelsea	17
Stonebridge	Brent	16
Haggerston	Hackney	15
Hoxton	Hackney	14
White Hart Lane	Haringey	13
Chatham	Hackney	12
New River	Hackney	11
Queensbridge	Hackney	10
Queen's Park	Westminster	9
St Dunstan's and Stepney Green	Tower Hamlets	8
Mile End East	Tower Hamlets	7
Wick	Hackney	6
Canning Town South	Newham	5
Canning Town North	Newham	4
Northumberland Park	Haringey	3
Bromley-by-Bow	Tower Hamlets	2
East India and Lansbury	Tower Hamlets	1

90. Communities and Local Government, "Indices of Deprivation 2007"; based on authors calculations using average ranking of Super Output Areas within wards

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