

**Council  
Commission to  
examine the  
August 2011  
disturbances in  
Enfield**

**Final Report**

# Executive Summary

## Introduction

- The cross-party Council Commission to examine the August disturbances in Enfield on Sunday 7<sup>th</sup> August was established at the Council meeting on September 21<sup>st</sup> 2011.
- Its terms of reference were to:
  - Examine the causes of the disturbances in Enfield
  - Understand why people took part.
  - Submit findings to the national Riots Communities and Victims Panel to inform their interim and final report
  - Report their findings back to the Council with recommendations to address the issues.

## Context

- The disturbances in Enfield were part of an extensive outbreak of disorder. Although the damage, loss and destruction were less serious than in other boroughs, the effects on victims and residents should not be underestimated.
- In addition to the incidents on Sunday 7<sup>th</sup> August:
  - The Sony Distribution centre in Solar way was looted and set on fire during the night of 8<sup>th</sup> – 9<sup>th</sup> August, although this is being treated by the Police as a major crime unrelated to the disturbances.
  - On the evening of Tuesday 9<sup>th</sup> August, approximately 300 adults gathered in Enfield Town and other parts of the Borough to express their right to use Enfield's streets and facilities.

## Methodology

- The Commission considered a wide range of evidence including:
  - Minutes of meetings held immediately after the disturbances
  - Respect for Enfield campaign launch
  - Interviews with key strategic representatives
  - Interviews with officers from Community Safety, Youth Offending service, Youth support Service and Probation service
  - Interviews with traders affected by the disturbances
  - Surveys of convicted adult and young offenders
  - Surveys of young people not directly involved in the disturbances
  - Demographic economic and social data
  - External reports

## Causes of the disturbances

- The Commission has not been able to identify one clear cause of the August disturbances.
- Its conclusion was that a number of long term social and economic factors, combined with specific incidents, the summer holidays, good weather and

perceptions of current political and economic events combined to create a situation that led to the riots and disturbances.

### **THE POLICE**

- Young people and adults in their twenties identified a general 'anger at the police' as a key contributory factor, unrelated to the police action during the disturbances.
- Young people believe that the Police should take more positive action to improve their relationship with young people and adults in their twenties.
- The operation of stop and search was singled out as a particular issue
- The view is widely held that there was an insufficient police presence as the groups gathered on the afternoon of August 7<sup>th</sup>.
- The Commission welcomes the initial findings of the Metropolitan Police Service's Strategic Review and the honesty with which the operational policing of the disturbances is being addressed.

### **Survey data**

- Surveys of young people and adults in their twenties showed that the majority considered it wrong to riot and that the disturbances were not a good thing.
- The surveys identified a number of factors that respondents thought contributed directly to the riots taking place. These include:
  - Anger with the Police
  - Boredom
  - People just wanting to riot and loot
  - Peer pressure
  - Greed
  - The death of Mark Duggan was mentioned, but does not appear to have been a major reason

### **Other evidence**

- Causes identified by people attending the meetings immediately after the disturbances and traders interviewed by the Commission include:
  - A level of organisation behind some looting
  - Opportunism and criminal intent
  - Lack of employment opportunities
  - Poor parenting
  - Lack of respect and responsibility
  - Proximity to Haringey
  - Copycat actions
  - Enfield has good shops with desirable stock

### **Wider Issues**

The Commission identified a number of underlying causes that fuelled the events that sparked off the disturbances, which if not addressed will build up and may lead to further similar events. These include:

### **Marginalisation**

- Young people are demonised by the media, causing fear and suspicion in their communities.
- Their positive achievements are rarely shown
- Little opportunity for them to participate in their local neighbourhood

### **Lack of aspiration**

- Young people need to have the appropriate skills and direction to fulfil their full potential
- Lack of aspiration links to a feeling of disempowerment

### **Employment and skills**

- The current economic situation means that Enfield's high unemployment levels, particularly in the 18-24 age group are likely to rise.
- There was a view among some young people that schools do not offer an appropriate careers and work experience programme
- Many Enfield residents lack the skills needed to access the available job opportunities

### **Greed / consumerism**

- People of all ages feel that the consumer society and its focus on brands have created an expectation that people can have what they want.
- It is felt that some people define themselves and generate self-esteem through brands
- Boredom
- This was given by young people as one of the major causes of the disturbances
- Given that youth services have not been reduced in Enfield, perhaps what is on offer needs to be better communicated.

### **Parenting**

- Many parents are under a lot of pressure and find themselves in situations they cannot control.
- Greater and targeted support is needed to help parents develop strategies to manage their children.

### **The media**

- A wide range of people believed that the media had played a significant part in causing and spreading the disturbances.
- There was criticism of the rolling news coverage and the videos uploaded to YouTube, which made the disturbances look exciting and fun
- The use of social media to mobilise groups of people was also identified as an important factor.

### **Public transport**

- Enfield's position, with good road and train services to central London and bus links to neighbouring Boroughs was identified as a contributory factor

## **RECOMMENDATIONS**

The Commission believes that effectively addressing the key issues identified would significantly reduce the risk of recurrence and contribute to improved social cohesion, life chances and quality of life for Enfield residents.

### **Police**

The Metropolitan Police Service should:

- Review the recruitment and deployment of officers in Enfield to reflect the changing demographic profile of the Borough
- Ensure their approach to young people and adults in their twenties is proportionate
- Continue to support and develop the Safer Neighbourhoods Team and Youth Engagement Panel
- Promote the Police Service as a realistic career opportunity

The Council should:

- Continue to act as a bridge between the Police and young people
- Encourage schools, youth services and young people's organisations to work closely with the Police

### **Police operations**

The Police should;

- Examine its strategic approach and preparedness for future disorder
- Review the Resource Allocation Formula as, currently, policing levels in Enfield do not reflect the demographic changes, complex needs and crime levels in Enfield.

### **Communications**

The Council should:

- Improve its communication to and interaction with young people, building on current good practice and using the full range of media to target communications appropriately
- Organise an annual programme of high profile events to promote and showcase young people's talents and achievements

### **Engagement with young people**

The Council should:

- Continue to support and promote the Borough Youth service and Enfield's Youth Parliament
- Undertake a comprehensive review of all youth activities across the Borough
- Look at the current provision with a view to providing more activities for children aged 7-11
- Invest in more street-based and estate youth workers
- Continue to develop and promote the work of the Youth Engagement Panel
- Continue to support and promote Futureversity
- Continue to ensure sufficient activities are available for young people during the school holidays

## **Learning, opportunities and employment**

The Council should:

- Work with schools to ensure a comprehensive approach to careers guidance
- Develop incentives to encourage the provision of more apprenticeships, work experience and first opportunities for young people
- Work with Headteachers to establish more work related learning programmes for less academic 14-16 year olds
- Work with the Youth Offending Service in matching young people with school exclusion and criminal records to appropriate learning and job opportunities
- Organise an annual programme of job fairs with partners for young people of all ages and abilities
- Help more young people aged 18-25 to access a wide a range of education and employment opportunities
- Develop a local volunteering and activity programme for young people and adults up to the age of 25
- Explore opportunities to work with the Princes Trust and other external organisations to develop a range of employment, training and education activities with young people and adults in their twenties.

## **Citizenship**

The Council should:

- Organise a citizenship week with schools, colleges and youth organisations
- Promote citizenship and the balance between individual rights and responsibilities in all schools
- Encourage more ward councillors to engage with local schools
- Encourage schools and young people to apply for funding from the Enfield Residents Priority Fund for projects to improve their neighbourhoods

## **School Exclusions and poor attendance**

The Council should:

- Work, through scrutiny, with school governing bodies to review school exclusion policies
- Encourage scrutiny of school exclusion figures annually and make recommendations for action
- Review and further develop programmes to reduce incidences of exclusion among young offenders and reintegrate them into appropriate learning settings or employment
- Encourage schools and the Education Welfare Service to review and further enhance their focus on pupils with poor attendance and prevent them from disengaging from school

## **Parenting**

The Council should

- Invest in parenting classes and individual support

- Continue to encourage the Parent Engagement Panel to act as parent champions to promote the classes and support
- Explore alternative funding strategies for the Parent Engagement Panel post March 2013.

### **Next Steps**

- The Commission's findings and recommendations will be presented to Council on Wednesday 25<sup>th</sup> January 2012
- If approved, the Commission expects implementation of the recommendations to begin immediately.
- Once approved, the Commission's report will be sent to the Riots, Communities and Victims Panel to inform their final report, recommendations and subsequent government action.
- The Commission will continue to monitor completed adult and young offender surveys and make visits to prison to interview offenders. They will also monitor progress on implementing the recommendations
- The Commission recommends that representations are made to Government and the Riots, Communities and Victims panel for funding to support the recommendations
- The Council should also actively pursue any other funding opportunities arising as a result of the riots.
- The Commission supports the Council and local MPs' continuing campaign against 'grant damping', which means that high need authorities, such as Enfield, do not receive their full allocation. This means a loss of £15m resources in 2011/12 and a further £8m in 2012/13.

## **1. INTRODUCTION**

- 1.1 On the evening of Saturday 6<sup>th</sup> August 2011, few people living in Enfield watching events in Tottenham unfold on their televisions would have believed that, within 24 hours, similar disturbances and civil disorder would be taking place on their streets.
- 1.2 Although in comparison with the events in Tottenham and other riot hit areas in London and across the country, the damage, loss and disruption in Enfield were less serious, the Commission has found that the effects of the incidents that took place in Enfield on Sunday 7<sup>th</sup> August have had long-lasting physical and emotional effects on people who were directly involved. In the immediate aftermath the strength of partnership working between the Council, police, local businesses and community was tested and proved to be strong. There was also a strong community response, where businesses, associations and individuals came together to support one another and show their support for the Borough.
- 1.3 This report aims to identify the reason the disturbances spread to Enfield and explore the motivation of those who took part. The Commission has considered evidence from a wide variety of sources, in a very short period of time, to ensure they have as comprehensive a picture of events as possible. Members of the Commission would like to thank all those people who agreed to be interviewed, attended meetings or completed surveys. All the information you gave us has been used to inform the contents of this report.

## **2. CONTEXT**

- 2.1 The disturbances that occurred in Enfield on Sunday August 7<sup>th</sup> 2011 were part of an extensive outbreak of violence and disorder that took place over a number of days across England.
- 2.2 On August 4<sup>th</sup>, Mark Duggan was shot dead by police in Ferry Lane, Tottenham. On Saturday August 6<sup>th</sup>, approximately 120 people marched peacefully from Broadwater Farm to Tottenham police station, to protest, on behalf of the Duggan family, over how they had been treated by the police.
- 2.3 Frustration among the protesters led to violence breaking out, with missiles being thrown at police, and police cars and a bus being set on fire. The number of rioters grew, looting began and a number of buildings were also set on fire. In the early hours of the morning on Sunday August 7<sup>th</sup>, the looting and violence moved to Wood Green.
- 2.4 Enfield was the site of the next period of sustained disturbances (see P4 for a detailed timeline). Further rioting also took place in south and east London during the evening of Sunday August 7<sup>th</sup>.
- 2.5 By Monday August 8<sup>th</sup>, the numbers of police officers deployed in London had risen to 6,000. Rioting was reported in 34 areas across

London, the most serious incidents taking place in Hackney, Clapham Junction and Ealing. Rioting and looting were also reported in areas across England.

- 2.6 Rioting continued into the early hours of the morning on Tuesday August 9<sup>th</sup>. During the same period, the Sony Distribution Centre in eastern Enfield was set on fire. Despite 16,000 police officers deployed on the streets of London,
- 2.7 rioting continued in London on the Tuesday evening, but the outbreaks were smaller. There were several incidences of 'vigilantes' taking to the streets across London. Incidences of serious rioting were reported in Manchester and Salford.
- 2.8 On the evening of Tuesday August 9<sup>th</sup>, a number of groups of people across London sought to 'reclaim the streets' from the rioters and protect their communities. The groups were monitored by the police and dispersed without serious incidents.
- 2.9 By the morning of Wednesday August 10<sup>th</sup>, nationally the violence had died down and the investigations and clean-up began.

### **3. TERMS OF REFERENCE**

- 3.1 During and immediately after the disturbances in Enfield on August 7<sup>th</sup>, there was communication and joint working between local councillors and MPs, both Labour and Conservative. At its meeting on 21<sup>st</sup> September 2011, the Council decided to establish a cross-party Commission to examine the August 2011 disturbances in Enfield.
- 3.2 The members of the Commission are: **Councillor Christine Hamilton, Cabinet Member for Community Wellbeing and Public Health (Chair), Councillor Michael Rye (Vice Chair), Councillor Kate Anolue, Councillor Ingrid Cranfield, Councillor Denise Headley, Councillor Rohini Simbodyal**
- 3.3 Its terms of reference were:
  - i. To gather evidence to:
    - a. Examine the causes of the disturbances in Enfield in August 2011
    - b. Understand the reasons which led people to take part
  - ii. To submit findings to the national independent Riots, Communities and Victims Panel and in due course to Council
  - iii. To report back to Council on the outcome of the Commission's review and make recommendations on actions to address its findings

### **4. METHODOLOGY**

- 4.1 The Commission held nine meetings, including a joint public meeting with the national Riots, Communities and Victims Panel, at which a wide range of written, visual and oral evidence was considered.

- 4.2 This included minutes and reports of meetings held immediately after the disturbances: meetings with businesses across the Borough; the launch of the Respect for Enfield campaign and the meeting held with the voluntary and community sector and community leaders; councillor-led ward meetings; the Youth Summit; and Enfield Racial Equality Council's Strategic Race and Equalities Forum.
- 4.3 The meeting held jointly with the national Riots, Victims and Communities Panel provided first-hand experiences from residents who were involved or affected by the disturbances; a range of opinions as to the causes of the disturbances; and ideas for preventing them happening again.
- 4.4 The Commission felt it was important to talk to key strategic representatives including the Borough Police Commander, Council Chief Executive, the Leader of the Council and Cabinet Member for Community Wellbeing and Public Health. The also took evidence from the Heads of Community Safety and the Youth Offending Service on the surveys of convicted offenders. In addition, the Enfield Youth Service Youth Participation Manager gave his views on the opinions and attitudes to the disturbances of local young people he is working with. The Probation Service also provided a written submission.
- 4.5 In order to understand why people took part in the disturbances, an important source of evidence was surveys conducted by the Police's Integrated Offender Management Team with adult offenders and the Youth Offending Service with young offenders.
- 4.6 Youth Offending Service clients who were not found to have participated in the riots, young people attending various Youth Support Service activities and ward councillors were also surveyed. Commission members also visited shops across Enfield where damage and/or looting had occurred to hear at first hand how owners/staff had been affected.
- 4.7 Data comparing demographic, economic and social factors across the London boroughs affected was collated to see if there were any common situations or issues that might have led to these areas being affected and others not. The Commission also watched CCTV footage of the disturbances in Enfield Town.
- 4.8 The Commission has also considered the findings of external reports including the Cabinet Office report 'The August Riots in England – understanding the involvement of young people', the Metropolitan Police Service's 'Strategy Review – early learning and initial findings' and the interim report of the Riots, Communities and Victims Panel. Initial findings from the Council Commission's work were submitted to the national panel and the final report and recommendations will be sent to inform their final report, which is due to be published in March 2012.

## **5. DISTURBANCES IN ENFIELD – TIMELINE**

### **5.1 Sunday August 7<sup>th</sup>**

- 5.1.1. In the morning, intelligence on social networking and other open sources suggested that trouble, similar to that in Tottenham, could spread to Enfield Town.
- 5.1.2. At 2.45pm, officers from Safer Neighbourhoods Teams were posted to the Town area to monitor the situation and assess whether the intelligence was accurate.
- 5.1.3. Police advised shops of the potential situation. All shops decided to close and a small number of police cleared the shops and Town area of members of the public.
- 5.1.4. By 4.00pm, on what was a warm, mainly sunny day, a large group of youths, with faces covered with bandanas, masks and hoodies, congregated around the Town, primarily in the Market Place, McDonald's and Cecil Road. Police officers were taunted with veiled threats, but stood their ground.
- 5.1.5. The CCTV footage seen by the Commission showed that the people involved in the rioting came from all ethnic backgrounds and ages and included young women.
- 5.1.6. A large group of 80-100 youths with faces covered gathered in Church Street by Starbucks and McDonald's. They picked up rubble, road work barriers and other objects, which it is believed were going to be used against the police. Members of the public warned police of this as they believed them to be in danger.
- 5.1.7. At about 6.25pm, the group began breaking the windows of HMV and when they succeeded a number of them entered the shop
- 5.1.8. The group then moved on and broke into Phones4U, stole goods and ran off. They also moved rubbish bins, road work barriers etc. into the road outside the Post Office to make a barricade. Pearsons was broken into and looted at the same time.
- 5.1.9. A police car arrived and stopped by the barricade. This was attacked by the group. The officers ran off and bricks, concrete blocks and poles were thrown at the car.
- 5.1.10. Officers from Safer Neighbourhoods Teams were replaced by Tactical Support Group/ Level 2 officers. A large number were deployed to maintain security in Church Street and disperse groups as they formed.
- 5.1.11. At 9.10pm, youths were seen in Little Park Gardens collecting bricks to use as weapons.

- 5.1.12. At 9.40pm, a large group gathered in the centre of the Town. They attacked G Mantella and the Betting Shop, smashing the shopfronts, causing extensive damage and stealing a large amount of jewellery. They then moved on to Cecil Road and attacked Argos with bricks and rubble.
- 5.1.13. At 9.55pm, shops in Colman Parade including the Healthcare Chemist and Fastsigns were attacked. The group was then seen moving down Southbury Road towards the A10, but by this time there were fewer people and they had split into smaller groups.
- 5.1.14. Groups moved on to the retail park and attacked many of the stores, breaking windows and causing damage to doors and metal shutters, which prevented them from looting the stock. However, they managed to enter Sports Direct and stole a large amount of cash and stock.
- 5.1.15. The disturbances then moved down Southbury Road where, around 10.00pm, a gang of more than 70 people attacked the Tesco Extra store, stealing £100,000 of stock. They then dispersed in all directions. Some groups headed south down the Hertford Road towards Edmonton, attacking shops, mainly those that contained something of value – mobile phones, video games – or those that had easily smashable glass windows.
- 5.1.16. Extensive looting in Edmonton was prevented by a large police presence and barricading Fore Street with police vans. An abandoned Post Office van was set alight and pushed into Fore Street.
- 5.1.17. Random acts of damage and/or looting continued into the early hours of the morning in various parts of the Borough.

## **5.2 Monday August 8<sup>th</sup>**

- 5.2.1. Calm had returned to Enfield, although during the day there were a number of rumours and social messaging that further disturbances were being planned in parts of Enfield. However, although groups of youths gathered throughout the day and the police attended several incidents, there was little damage to property and the groups were dispersed.
- 5.2.2. Police numbers in Enfield were increased.
- 5.2.3. During the night of 8<sup>th</sup> – 9<sup>th</sup> August, the Sony Distribution Centre in Solar Way was attacked and set on fire after looting had taken place. The fire quickly took hold and the building was completely destroyed. This is thought to be the biggest arson in the UK, costing an estimated £30m. It took until 19<sup>th</sup> August before the fire was finally considered to be extinguished. Although it took place at the same

time as the disturbances, police are treating it as a separate major crime.

### **5.3 Tuesday August 9<sup>th</sup>**

In the evening a group of approximately 300 adults gathered in the market place in Enfield Town to express their right to use the streets and facilities of Enfield. The police attended in force to prevent any confrontation and also monitored other similar groups gathering in other parts of the Borough, particularly around Ponders End High Street. The groups dispersed finally in the early hours of Wednesday August 10<sup>th</sup>.

## **6. WHAT WERE THE CAUSES OF THE DISTURBANCES?**

### **6.1 Introduction**

- 6.1.1. History tells us that civil disorder occurs periodically, either as a reaction to local issues or in response to national or international issues. The 2001 inter-racial riots in Oldham and other northern towns and the 1985 Broadwater Farm riots following the death of Cynthia Jarrett were precipitated by specific local grievances, while the 2010 student riots, nominally about the rise in student fees, were also aimed at globalisation, capitalism and the worldwide banking crisis.
- 6.1.2. What became immediately clear when the Commission started collecting and considering the available evidence is that there is not one clearly identifiable cause of the August disturbances. The death of Mark Duggan in Tottenham, which triggered the initial protests in Tottenham on Saturday August 6<sup>th</sup>, was mentioned as a factor by some people, but does not appear to have been a major reason for the events in Enfield that started on Sunday 7<sup>th</sup> August.
- 6.1.3. The Commission's conclusions are that there were a number of long term social and economic factors and ongoing local tensions that, when combined with specific incidents, the summer holidays, good weather and perceptions of the current political and economic events, combined to create a situation that led to the events in London and across the country of August 6<sup>th</sup> – 10<sup>th</sup>.

### **6.2 Why Enfield?**

Comparing Enfield with other London Boroughs that experienced rioting showed some similarities. Enfield has a greater disparity of wealth than the London average. This was true of most, but not all of the areas affected. Enfield has a relatively young population and a high level of unemployment, particularly among 16-24-year-olds. Some of the boroughs affected shared this characteristic, but so did some areas, such as Redbridge, that were relatively unaffected. Given these facts, it is clear that there is nothing particular about Enfield as a place that led to the disturbances and therefore other factors need to be considered.

### **6.3 EVIDENCE SOURCES**

The Commission undertook a number of surveys to gather evidence from as wide a range of opinion as possible. Surveys were conducted with convicted adult offenders; convicted young offenders; clients from the Youth Offending Service (YOS) not implicated in the disturbances; members of the Enfield Youth Support Service (YSS); and ward councillors. Additional evidence has been taken from minutes of the various meetings held and interviews conducted by the Commission.

### **6.4 General attitude of young people and adults in their twenties to the disturbances**

- 6.4.1. Responses from all the surveys of young people showed an awareness of the disturbances in Enfield, but a lack of awareness of riots elsewhere, outside the Borough. There is no overwhelming evidence that the majority of those responding knew they were going to happen.
- 6.4.2. The majority of those who were convicted for taking part in the disturbances knew other participants, and a significant proportion of those who were clients of the YOS knew a large number of participants. Most of those completing the YSS survey stated they didn't know anyone involved, but those who did tended to know a large number of participants.
- 6.4.3. All surveys showed the majority of individuals considered it wrong to riot and that the disturbances were not a good thing. However, when participants were asked about others' perceptions, answers revealed a divergence in opinion. YSS users and convicted rioters believed other young people and adults in their twenties in Enfield would think riots are a bad thing; however, YOS clients believed that other young people and adults in their twenties in Enfield would consider a riot to be a good thing, despite their own negative perceptions of rioting.

### **6.5 Factors that contributed directly to the riots taking place**

- 6.5.1. All the young people's surveys asked those responding to pick factors from a list that they thought contributed to the disturbances taking place. Across all the surveys the main factor identified was 'anger with the police' This was the top answer from the YOS clients and convicted rioters and was the second most common answer among YSS users behind 'boredom'.
- 6.5.2. Among YSS users the next main responses were 'people just wanting to riot and loot'; 'poor parenting'; 'peer pressure'; and 'anger at the Government'. YOS clients opted for 'boredom; 'people just wanting to riot and loot'; and 'greed' as their next main responses.
- 6.5.3. There was more wide-ranging discussion at the Youth Summit and a number of contributory factors were identified. Again, anger at the police was mentioned, as were anger at the death of Mark Duggan, peer pressure, opportunity, criminal intent, greed and poverty.

- 6.5.4. Responses from ward councillors identified boredom, opportunism, consumerism, lack of respect and irresponsible behaviour by the media as key causes of the disturbances. There was also a feeling that there was a level of organisation behind the events, although there was no evidence to support this. The Probation Service also believed that this was the case.

## **6.6 OTHER EVIDENCE**

- 6.6.1. Those people who attended the Respect for Enfield meeting immediately after the disturbances, ward meetings or the joint public meeting held with the Riots, Communities and Victims Panel also believed that opportunism and criminal intent were important factors. These groups felt that there had been a level of organisation behind some of the looting. They also felt that there was a link to gang activity, although authorities in Enfield, London and other affected areas do not think that this was a factor.
- 6.6.2. Other suggested causes included lack of activities for young people; lack of employment opportunities; poor parenting; lack of respect and responsibility; and a general moral decline. These issues are elaborated below.
- 6.6.3. The Commission interviewed retailers who had been directly affected. Asked why they had been singled out, they cited proximity to Haringey; troublemakers copying the activity they had seen taking place in Tottenham; easy opportunities to cause random damage; and the fact that Enfield has good shops with desirable stock.

## **6.7 THE POLICE**

- 6.7.1. Young people, as evidenced by the surveys, cited a general 'anger at the police', unrelated to the police action during the disturbances, as a key contributory factor. Those attending the Youth Summit believe that the police should take more positive action to improve the relationship between young people and adults in their twenties and the police. This was confirmed by the Youth Participation Manager, who said that young people and adults in their twenties felt that they were picked on disproportionately and subjected to stop and search, particularly BME young men.
- 6.7.2. There was a view expressed by shopkeepers in particular, but also by eyewitnesses, that there was an insufficient police presence initially on Sunday August 7<sup>th</sup>, which meant that people were not dispersed as they gathered, allowing large numbers of people to assemble. In his interview with the Commission, the Borough Commander, Chief Superintendent Dave Tucker agreed that, with hindsight, the police might have taken more direct action as the groups were gathering, particularly as the initial disorder was not focused against the police. However, in his opinion, to disperse the

number of people involved effectively would have required an extra 200–300 officers.

- 6.7.3. There has been wide ranging criticism of the way that the police managed the events in Enfield and elsewhere. Interestingly, a significant proportion of young people said that they did not think that the police had acted robustly enough.
- 6.7.4. The Commission was encouraged that in the Metropolitan Police Service's 'Strategic Review – early learning and initial findings', there was an acknowledgement that not enough officers had been deployed at first; and that officers were trained to deal with large-scale, fairly static riots, rather than fast-moving groups of rioters, continually dispersing and reforming.
- 6.7.5. There are a number of reviews currently taking place examining how the riots in London and across the country were policed, which will result in recommendations for the future of policing of major events and disturbances. The Council will consider the reports as they are published.

## **7. WIDER ISSUES**

The issues listed below were all raised at meetings, in surveys and in discussions by many people, as underlying causes that fuelled the events that in turn sparked off the disturbances. There is a widespread feeling that unless these are addressed, pressure will build up and another incident such as the death of Mark Duggan could lead to further outbreaks of civil disorder.

### **7.1 Marginalisation**

- 7.1.1 Attendees at the Youth Summit identified this as a key issue for young people, but it was also mentioned at many of the other meetings and interviews. The media constantly demonises and stereotypes young people and this causes suspicion and fear within their communities. The positive achievements and activities of young people are rarely shown. There is often little opportunity for them to participate in the local neighbourhood.
- 7.1.2 Evidence suggests that this is not just an issue for young people, as inequality, deprivation and poverty affecting whole families contribute to a feeling of marginalisation.

### **7.2 Lack of aspiration**

Evidence from both young people and older people indicates that this is an issue. Families, schools and colleges and employers have a role to play in this to ensure that young people and adults in their twenties are given the skills and direction and support to enable them to achieve their full potential. Lack of aspiration links closely to feeling disempowered, as people believe that whatever they do they cannot change their situation.

### **7.3 Employment and skills**

- 7.3.1 The current economic climate, which is likely to get worse before it improves, has made finding employment more difficult and means that those in work often do not feel they have job security. Enfield has high unemployment levels compared to the rest of London, particularly in the 18-24 age group, who were overrepresented among the rioters arrested.
- 7.3.2 Young people feel that schools do not offer a wide enough work experience opportunities, either in range or duration, or the opportunities to learn and practise practical skills. Volunteering should be made more accessible and linked to a more holistic approach to careers advice.
- 7.3.4 Many people in Enfield lack the skills they need to access the employment that is available. This not only includes academic qualifications and practical skills, but also softer skills such as self-confidence, time management and interview skills.
- 7.3.5 It is worth noting that this is being identified as a need by communities, voluntary groups and councillors in their local areas and has resulted in a number of skills-based project applications to the Enfield Residents Priority Fund.

### **7.4 Greed / consumerism**

There was a wealth of evidence that people of all ages feel that the consumer society has created an expectation that people should be able to have what they want, when they want it and that the disturbances gave them the opportunity to achieve this. As most of the shops targeted were national or international companies, there was evidence that people therefore considered it a 'victimless' crime. There was also a sense that some people define themselves through brands and that this indicated a lack of self esteem. The media were held largely responsible for promoting this attitude.

### **7.5 Boredom**

- 7.5.1 As evidenced by the surveys, many young people felt that boredom was a key factor in the disturbances. Given that there has not been a reduction in youth activities in Enfield, as there has been in Haringey and other boroughs, it was felt that what was on offer needs to be better communicated, or that young people should be consulted on what they would engage with. There was some evidence that young people tend not to consider youth clubs 'cool'.
- 7.5.2 The fact that 'fun and excitement' was listed as a reason for people joining in with the riots links to this – if there had been different activities would as many people have joined in?

## **7.6 Parenting**

- 7.6.1 It was recognised by many that parents are under a lot of pressure and often find themselves in situations that they are unable to control. Many respondents thought that this was a particular issue for families from other cultures, where traditional ways of parenting are seen as unacceptable in Britain. Young people from families where the parents do not speak English, but they do, find themselves with greater power and are able to withhold information from their parents. Young people themselves also identified poor parenting as a contributory factor.
- 7.6.2 Greater and more targeted support is needed to help parents develop strategies to manage their children and local authorities, schools, and community groups have a role to play in providing such support.

## **7.7 The media**

- 7.7.1 There was strong evidence that people believed that the media had played a key role in causing and spreading the disturbances. Repeated television coverage of the events in Tottenham, supplemented by YouTube footage taken with mobile phones, made the riots look exciting and something to want to be a part of.
- 7.7.2 In addition, the use of social media such as Facebook and Blackberry Messenger ensured that a large number of people could be mobilised and arrangements made to meet.
- 7.7.3 There was a view expressed that the police should be able to limit television output, message services and social media to prevent incidents developing and spreading. However the Commission support the Riots Communities and Victims Panel view that social media also played a useful role in dissuading some people from joining the disturbances and providing reassurance to communities and that simply shutting down the networks is not a solution.

## **7.8 Public transport**

- 7.8.1 Enfield Town is a transport hub with good road connections via the A10 and A406 to Haringey and central London; train services directly to Liverpool Street and Moorgate/Kings Cross; and bus services that link to central London, but also to the neighbouring boroughs of Haringey, Waltham Forest and Barnet.
- 7.8.2 Some people expressed the view that the police should have the power to stop public transport and be more proactive in using their power to block off roads if they felt that this would reduce the likelihood of disorder occurring.

## **7.9 The Riots Communities and Victims Panel**

The Commission's findings demonstrate that the causes of the disturbances in Enfield and the reasons people took part are similar to those of the national Riots Communities and Victims Panel. The

Commission's findings and the following recommendations will be sent to the Riots Communities and Victims Panel to inform the final report and their recommendations for action and investment by central Government.

## **8. RECOMMENDATIONS**

The Commission has considered a wide range of evidence and concluded that there was no single reason why the disturbances took place in Enfield in August 2011.

Although it would be unwise to think that any recommendations would prevent similar events occurring, the Commission believes that there are a number of key issues that, if addressed effectively, would significantly reduce the risk of recurrence and contribute to improving social cohesion, life opportunities and quality of life for Enfield residents.

### **8.1 POLICING**

#### **8.1.1 Police Service should:**

- a. Review the pace at which recruitment and deployment of officers in Enfield has reflected the changing demographic profile of the Borough, and report back to the Council by September 2012 on the measures it is taking to achieve a workforce that is representative of Enfield's communities.
- b. Ensure that their approach to young people and adults in their twenties, including implementation of such measures as stop and search, is, as a general rule, proportionate, polite and that young people and adults in their twenties are treated with respect.
- c. Continue to support and develop the work of the Safer Schools Teams in raising awareness of crime, building positive relationships with young people and reducing the incidences of them becoming victims of crime.
- d. Include initiatives aimed at promoting the Police Service as a realistic career option for young people in their ongoing work with schools.
- e. Continue to support and develop the work of the Youth Engagement Panel.

#### **8.1.2 The Council should:**

- a. Continue to act as a bridge between the Police and young people and adults in their twenties, providing and promoting opportunities for engagement.
- b. Continue to actively encourage schools, youth services and young people's organisations to work closely with the Police and participate in the full range of initiatives on offer.

## **8.2 Police operations**

- 8.2.1 The Commission found that the policing methods used by the Metropolitan Police Service, particularly in the build up to the events that took place in Enfield on August 7<sup>th</sup>, contributed to the seriousness and duration of the disturbances.
- 8.2.2 The Commission acknowledges that there are a number of national and regional reviews of how the disturbances were policed. However they recommend that the Metropolitan Police Service:
- a. Critically examines its strategic approach and preparedness for future disorder and puts in place appropriate early intervention measures to prevent gatherings escalating into more serious disturbances.
- 8.2.3 The Commission believes that the number of police officers allocated to Enfield by the Metropolitan Police Services is inadequate. Policing levels are significantly lower than in other areas with similar or lower crime levels. Enfield has at least 100 fewer officers than Haringey and slightly higher crime rates in areas of work which are particularly problematic, including serious youth violence.
- 8.2.4 The Commission supports the representations that have been made to the Metropolitan Police at ACPO level requesting a review of the Resource Allocation Formula which does not use current information and consequently disadvantages Enfield. Our population is changing rapidly and is diverse in ethnicity, poorer and younger, with complex needs.

## **8.3 THE COUNCIL**

The Commission acknowledges that the Council and its partners are already engaged in delivering services and initiatives to address some of the recommendations, but believes that reviewing and amending existing initiatives and developing new approaches to service provision in the light of the evidence from the disturbances is crucial to building resilience and preventing future occurrences.

## **8.4 MARGINALISATION**

- 8.4.1 A major finding of the Commission is that young people and adults in their twenties do not feel part of mainstream life in Enfield. The Commission also found that desire for the latest goods, lack of self esteem and greed were contributory factors in the looting that occurred during the disturbances.
- 8.4.2 In the light of these findings, the Council should review how it communicates and engages with young people of all ages; recognise their achievements and encourage them to take an active role in their

communities; find ways of building self-confidence; and work to improve opportunities for all Enfield's young people.

## **8.5 Communications**

The Council should:

- a. Send a clear message that is core to all its interactions with young people that they are values and part of Enfield's future'. The Council should also connect more effectively with all social and age groups encouraging everyone to be part of a local, more cohesive community.
- b. Work with young people to develop a young people's communications plan. This would use print and social media of all kinds to target communications appropriately and promote young people's talents and achievements and the contribution they make to Enfield.
- c. Organise an annual programme of high profile young people's events to promote and showcase young people's talents and achievements, building on existing events.

## **8.6 Engagement with young people**

The Council should:

- a. Continue to support and promote the Borough Youth Support Service and Enfield's Youth Parliament
- b. Undertake a comprehensive review of all youth activities taking place in Enfield to identify gaps or duplication and to ensure that young people across Enfield have access to the service's activities.
- c. Work with primary schools and the Voluntary and Community Sector to provide more activities for children aged 7-11.
- d. Invest more in street-based and estate youth workers to provide a visible presence where young people congregate, to engage and build positive relationships with young people, including those who are most disaffected.
- e. Continue to work closely with the police on further developing and promoting the work of the Youth Engagement Panel, young people who are trained to listen and provide advice and guidance to young people who feel they cannot talk to anyone else.
- f. Continue to support and promote Futureversity, the extensive annual programme of activities for young people that attracts around 700 participants in summer 2011.

- g. Work with schools and other services for children and young people to ensure that sufficient activities are available for young people during the school holidays

## **8.7 Learning, opportunities and employment**

The Council should:

- a. Work with schools to ensure provision of a comprehensive approach to careers guidance that includes more appropriate and continuing work experience, wider volunteering opportunities, and job application coaching.
- b. Develop a range of incentives with key business partners to encourage the private sector to provide more apprenticeships, work experience and first opportunities for young people.
- c. Work with Headteachers to promote and establish work-related learning programmes tailored to the needs of less academic 14- to 16-year-olds.
- d. Work with the Youth Offending Service to identify young people with significant school exclusion records or moderate criminal records, with the aim of matching them to appropriate learning and job opportunities.
- e. Work with JobCentre Plus and other partners to organise and promote an annual programme of job fairs for young people of all ages and abilities.
- f. Work with strategic partners, including the further education colleges that serve the borough, training providers, local businesses and the Voluntary and Community Sector to develop a range of education and employment initiatives for young people aged 18-25 to improve skills, qualifications and employability.
- g. Develop a local volunteering and community activity scheme for all young people and adults up to the age of 25.
- h. Explore opportunities to work with the Prince's Trust and other external organisations to develop a range of initiatives to get young people and adults in their twenties into employment, education and training.

## **8.8 Citizenship**

The Council should:

- a. Organise a citizenship week with schools, colleges and youth organisations to improve knowledge of how local and national government work and how people can get involved.

- b. Work with schools and the Youth Support Service to ensure that citizenship and the balance between individual rights and responsibilities are promoted in all Enfield's schools.
- c. Encourage more ward councillors to engage with local schools to enable young people gain a full understanding of how the Council operates and how they can be involved in decision-making.
- d. Encourage schools and young people's groups to apply to the Enfield Residents Priority Fund for projects that will improve their neighbourhoods.

### **8.9 School exclusions and poor attendance**

- a. Initial findings from the Youth Offending Service surveys with young offenders indicate a link between school exclusions and participation in criminal activities. The Commission believes that the Council should:
  - b. Work with school governing bodies, through scrutiny, to review school exclusion policies in Enfield and agree a consistent approach aimed at achieving positive outcomes for all young people.
  - c. Encourage the Children and Young People Scrutiny Panel to review school exclusion figures in detail annually and make appropriate recommendations for action.
  - d. Provide support to the Youth Offending Service to review and further develop programmes aimed at reducing incidences of exclusion and reintegrating young offenders into appropriate learning settings or employment.
  - e. Encourage schools and the Education Welfare Service to sustain and further enhance their focus on pupils with poor attendance, to try and prevent such pupils from disengaging from school.

### **8.10 Parenting**

8.10.1. The Commission considered evidence from a wide range of sources that highlighted the importance of good parenting as a key factor in reducing disaffection among young people, building self esteem and encouraging a positive view of society. The Commission, therefore, recommends that the Council should:

- a. Invest in parenting classes and individual support to parents across the Borough and encourage Enfield's Parent Engagement Panel (PEP) to facilitate appropriate training and

continue to act as parent Champions to promote the classes and the range of support available.

- b. Explore alternative funding strategies for the PEP after March 2013 when the Enfield Strategic Partnership funding ends, whether this is by providing mainstream council funding or securing external resources.

## **9. Next Steps**

- 9.1 The Commission's findings and recommendations will be presented to Council at its meeting on Wednesday 25<sup>th</sup> January 2012.
- 9.2 If approved by Council, the Commission will monitor implementation of the recommendations Action plans, targets and milestones will be developed and evidence of full implementation or significant progress reported within a year.
- 9.3 Once approved, the Commission's report will be sent to the national Riots Victims and Communities Panel, to inform their final report, recommendations and subsequent Government action.
- 9.4 The Commission's work does not end with this report. Members will undertake prison visits to interview offenders and will meet again in six months time to review consider the data from offender surveys feedback from the prison visit.
- 9.5 The Commission supports the Council and local MPs' continuing campaign on 'grant damping', which means that high need authorities, such as Enfield, do not receive their full allocation. This means a loss of £15m resources in 2011/12 and a further £8m in 2012/13
- 9.6 The Commission recommends that representations be made to Government and the Riots Communities and Victims Panel for funding to support the recommendations in this report. The Council should also take advantage of any other external funding opportunities arising as a result of the riots.