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Report of the Strategic Director of Children's Services to the meeting of Governance and Audit Committee to be held on 20th February 2015.

Subject: **AG**

Bradford Youth Offer Review

Summary statement:

This report informs the Governance and Audit Committee of the outcomes following the Council commissioned independent Review of Bradford's Youth Provisions.

The review undertook an analysis of existing and potential service arrangements, the views of young people and key stakeholders have been drawn together to inform a set of recommendations on how best to develop a new Youth Offer in the District. This report summarises the findings of the review, the totality of the current youth offer for young people and the range of places to go and things to do available in the District.

The Youth Offer Review makes recommendations outlining how the Council can fulfil its role as strategic commissioner of the Districts Youth Offer, whilst maintaining and building on the strengths of current services in partnership with other agencies across the sector and young people in order to proceed with implementation of the youth offer from 2015 onwards.

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Portfolio: Children and Young People's Services

Overview & Scrutiny Area: Children's

1. SUMMARY

This report informs the Governance and Audit Committee of the outcomes following the Council commissioned independent Review of Bradford's Youth Provisions.

The review undertook an analysis of existing and potential service arrangements, the views of young people and key stakeholders have been drawn together to inform a set of recommendations on how best to develop a new Youth Offer in the District. This report summarises the findings of the review, the totality of the current youth offer for young people and the range of places to go and things to do available in the District.

The Youth Offer Review makes recommendations outlining how the Council can fulfil its role as strategic commissioner of the Districts Youth Offer, whilst maintaining and building on the strengths of current services in partnership with other agencies across the sector and young people in order to proceed with implementation of the youth offer from 2015 onwards.

2. BACKGROUND

2.1 The National Context

Statutory Guidance issued by the Secretary of State for Education under Section 507B of the Education and Inspections Act 2006 relates to a local authorities duty to secure services and activities for young people aged 13-19, and those with learning difficulties to the age of 24, to improve their well-being, as defined in Subsection 13.

Under this guidance it is the duty of the local authority to secure, so far as reasonable practical, equality of access for all young people to the positive, preventative and early help they need to improve their well-being.

Local authorities are required, in line with Article 12 of the United Nations Convention on the Rights of the Child, to ascertain views of young people and to take these into account in making decisions about services and activities for them.

The Government will not prescribe which services and activities for young people should be funded or delivered and to what level, but gives the strategic leadership for this to the local authority to work across the voluntary, community, social enterprise sectors.

There is responsibility on local authorities for securing, so far as reasonable practical, a local offer that is sufficient to meet local needs and improve young people's well-being and personal and social development. This should strive to secure the best possible local offer within available resources.

2.2 The Bradford Context

In February 2014 the Council Executive undertook budget setting for the local authority Youth Services, which included the building of stronger and more cohesive links with communities and locality based working by the relocation of the Youth Service from Children's Services into Neighbourhood and Customer Services.

The Council Executive identified a one off funding allocation to enable the commissioning of an independent review of the existing Youth Offer to young people in the District. The review was to examine the totality of the current youth offer, including local authority, voluntary and community sector and private sector provision with a focus on the full range of places to go and things to do that is available to young people in the District

In July 2014 following a due tendering process the organisation "People, Dialogue and Change" were appointed to undertake the review. They commenced the Review in September 2014 and reported their findings in December 2014.

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3. OTHER CONSIDERATIONS

The review has been undertaken in the context of the council's most recent budget which was set in February 2014 and the New Deal for Communities influences on the 2015 budget setting processes.

The review has taken account of and complimented other work to develop local services including the development of the local offer as part of SEND reforms, the development of the local Early Help offer and the review of CBMDC Youth Service buildings and other physical assets.

4. FINANCIAL & RESOURCE APPRAISAL

4.1 The recommended option is one that reflects the existing budget allocations that were set in the budget meeting on 20th February 2014. The budgets for local authority youth services would be expected to be reviewed as part of future budget setting exercises with the potential for further reductions in the future. The option recommended supports the Councils desire to become an enabler of services and empower of local citizens to take ownership of services, with strong leadership and directions that can be established within the 2015-16 period.

4.2 The current Voluntary, Community, Faith Sector (VCFS) commissioned services have a value of £310,900, The recommendation to maintain this level of commissioned services is currently planned to be maintained within the 2015-16 budget allocations. If this were to be reviewed in the future as part of a future budget setting exercise the impact would need to be calculated.

4.3 A review of VCFS commissioned provision will be undertaken over the next 12 month period and consideration given to supporting the VCFS regarding how they can secure additional external resource.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

5.1 The proposed establishment of collaboration or consortium working or development of an intermediary body, particularly if this develops a commissioning function would require clear governance arrangements with a performance

management regime and reporting aligned to Council priorities and strategies.

5.2 The current approach to working with the voluntary sector reinforces their commitment to work closely with the council on work with young people

6. LEGAL APPRAISAL

6.1 Under the Education Act 1996 local authorities must, so far as reasonably practicable, secure for young people in the area sufficient educational leisure time activities which are for the improvement of their well-being and sufficient facilities for such activities; and sufficient recreational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities. A local authority may provide such facilities or activities itself, assist others in the provision of such facilities or activities, make arrangements for facilitating access for young persons to such facilities or activities, or take any other action which the authority thinks appropriate.

6.2 There are responsibilities on the local authority to "secure sufficient" facilities for activities, but this does not require the local authority to deliver all the activities itself. This review that has been undertaken has given a rich picture on which to build a strong and developed youth offer, which in turn will strengthen the evidence for the authority in meeting its obligations.

6.3 The recent review of Youth Service buildings will make recommendations to dispose of a number of premises. There is no legal requirement for the Council to provide buildings from which to operate Youth Service provisions, and it is considered that there is a plethora of alternative delivery sites that could be accessed to maintain delivery of the requirement to improve young people's well-being

6.4 Before exercising its functions referred to above the local authority must take steps to ascertain the views of young people in the area and take such views into account. This review has worked closely with young people to ensure their views are represented and makes recommendations for strengthening and growing youth voice in the district.

7. EQUALITY & DIVERSITY

Under the Equality Act 2010 there is a public sector equality duty which requires local authorities, in the exercise of their functions, including when making decisions, to have due regard to the need to;

- Eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Act
- Advance equality of opportunity between people who share a protected characteristic and people who do not share it; and
- Foster good relations between people who share a protected characteristic and people who do not share it.

The “protected characteristics” are age, disability, gender reassignment, pregnancy and maternity, marital or civil partnership status, race, religion or belief, sex, and sexual orientation.

An Equality Impact Assessment will be undertaken and constantly reviewed to identify the impact for groups with protected characteristics with due consideration given to the mitigation of negative effects.

7.1 SUSTAINABILITY IMPLICATIONS

The Youth Provisions Review and recommendations for development of this will contribute towards the sustainability of the Youth Offer in the District.

7.2 GREENHOUSE GAS EMISSIONS IMPACTS

Greenhouse gas emissions and wider environmental impacts will be a consideration in making recommendations.

7.3 COMMUNITY SAFETY IMPLICATIONS

The Youth Provisions Review is mindful of the impact on young people and the wider community.

7.4 HUMAN RIGHTS ACT

There are no direct Human Rights implications arising from the recommendations below.

7.5 TRADE UNION

There are no implications for Trade Unions.

7.6 WARD IMPLICATIONS

The Youth Provisions Review aims to ensure that young people in all Wards continue to have opportunity to access provision of their choice as part of the districts youth offer.

7.7 AREA COMMITTEE ACTION PLAN IMPLICATIONS

The recommendations to the Executive should ensure and support the continued contribution towards priorities identified within each Area Committee's Action Plan.

8. NOT FOR PUBLICATION DOCUMENTS

None.

9. RECOMMENDATIONS

It is recommended that:

9.1 Members consider the findings of the Youth Offer Review.

9.2 Members comment and make recommendations to the Executive and the desire to sustain and develop the Youth Offer in the District ensuring a more strategic collaboration of public, voluntary, community, uniformed and faith sector providers and increased Youth Voice that enables participation at a strategic level as part of the wider youth voice offer.

10. APPENDICES

Appendix 1

- People, Dialogue and Change – Bradford Youth Offer Review Report, November 2014

Appendix 2

- People, Dialogue and Change – Bradford Youth Offer Review Executive Summary – November 2014

11. BACKGROUND DOCUMENTS

- Amended Budget Recommendations to Council on 18th February 2014

PEOPLE, DIALOGUE & CHANGE

Bradford Youth Offer Review
November 2014

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Introduction

In the summer of 2014 CMBDC set out to look at how to create an offer for young people that would support their journey to become resilient, independent, and successful adults. The Council commissioned an independent review in which an analysis of existing and potential service arrangements, and views of young people and key stakeholders would be drawn together to inform a set of recommendations on how best to develop a new offer. People Dialogue and Change began this commission in September 2014, aiming to complete the review to feedback into the Council's budget and planning process in December 2014.

The context for the review has been set by a confluence of factors from the local and national environment. Following the work of the Social Exclusion Unit and the "Bridging The Gap" report (SEU:1999), national policy gave a high profile and significant resourcing for work with young people, focusing on improving inclusion and transition to work, citizenship, and adulthood.

During the following decade, CMBDC also gave work with young people a high priority and as a larger authority had a significant youth service and budget. Its delivery of youth work was viewed positively by Ofsted in 2008, with some outstanding features. The area also benefited from an extensive network of community organisations also involved in youth provision, and collaboration between the public and voluntary sector was seen as a strong element of the local offer.

Since 2010 the financial underpinning of youth provision has come under severe strain as a result of the national deficit reduction strategy. It is also perceived that, whilst elements such as school reforms and increased routes to employment through apprenticeships have worked to support young people's transition, the priority afforded to wider youth work has receded.

These pressures have compelled local authorities across the country to consider fundamentally how and to what extent they should support young people's provision. A number of factors have been common in this, including individual council's financial strategies, the Statutory Guidance for Local Authorities on Services and Activities to Improve Young People’s Well-being (DFE:2012) set out by the government, and the diversification of provision seen by the government as a means of reforming services to local communities.

In Bradford recent changes undertaken or considered that were relevant in setting the context are -

- The modification of roles within the youth service in 2012 to draw together IAG and youth work aspects,
- The offer from the VCFS in 2013 to deliver youth provision as the Council retrenched its youth service.
- The Council's own proposal in 2013 to make a significant reduction to youth work funding and the resulting campaign to resist this.
- The relocation of the youth service in 2014 within Neighbourhoods and Customer Services to better align it to support work with local communities and the area committees.
- The emergence, as the review was under way, of the New Deal for Bradford District strategy dealing with further funding reductions and service reforms.

As with reviews of this nature, other aspects relating to concerns of individuals and organisations, a set of "cultural conditioning factors" are also powerful shapers, particularly on receptivity to change -

- A climate which marries support and belief in the potential for collaboration, with a sense that it is not straightforward, and is still affected by suspicion.
- In contrast to an earlier "golden age" of collaboration between sectors and richer funding, a stronger sense of competition and tension between public and community sector deliverers.
- A sense of defensiveness amongst youth work practitioners in the face of withdrawal of support by local authorities in recent years, fed by concerns of youth work and it's value not being "understood".
- Similarly, a feeling within the VCFS of lack of recognition by some in the public sector of what they can achieve for young people
- Conversely, though many strategic stakeholders want the work with young people to be able to demonstrate convincing impact on young people's lives, there is also much recognition of the role and contribution of all those involved in local youth work.

The review was conducted in line with the proposal agreed with the Council, set out in the following report, along with the findings and recommendations. Within these, it is clear that alongside the specific practical proposals, work needs to address and deal with these conditioning perceptions. The aim would be a more conducive environment, mutually supportive and trust-based, reinforced and demonstrated by collaboration to make the new arrangements and a new offer work.

Review Methodology

Review Methodology

Overview

The methodology for this review is made up of four interdependent workstreams -

- **Voices and views of young people** – Consulting with a wide range of young people's views on their needs and aspirations, and how the youth offer should meet them, and enabling a smaller group to participate in review design, analysis of findings and drawing of conclusions.
- **Mapping of current and potential provision** - Mapping of existing provision and establishing potential for new opportunities. Assessing how well both can meet statutory guidance on delivering a youth offer in Bradford.
- **Stakeholder consultation** - Securing the views of stakeholders on what a youth offer should look like in response to young people's needs, and how they can support delivery.
- **Analysis and future direction** - Utilising the data gathered from the previous work streams as well as a mapping against the development of Youth Offers in others areas to develop recommendations for CMBDC so that a short to medium term strategy can be agreed to implement the delivery of a new youth offer.

The activities to underpin them were sequential, staged over the three months, as follows:

Phase 1 - Initiation and design - September 2014
This stage included confirming the scope and context of the review, agreeing the actual arrangements for sharing of data with CMBDC and Young Lives Bradford (YLB), and commencing a consultation process with young people and stakeholders. It included: ● Meeting with commissioner ● Meeting with Young Lives Bradford ● Establishment of key lines of enquiry and identification of stakeholders ● Telephone interviews with key public sector and VCFS stakeholders ● 3 Review planning and design sessions with the young people's review steering group ● Desktop review ● Design of consultation toolkit ● Establishment of web portal and sourcing of mailing lists

Phase 2 - Wider consultation - October 2014

This phase was designed to conduct a wider consultation and mapping process to gain the views of young people, wider stakeholders and map current provision across Bradford. It included:

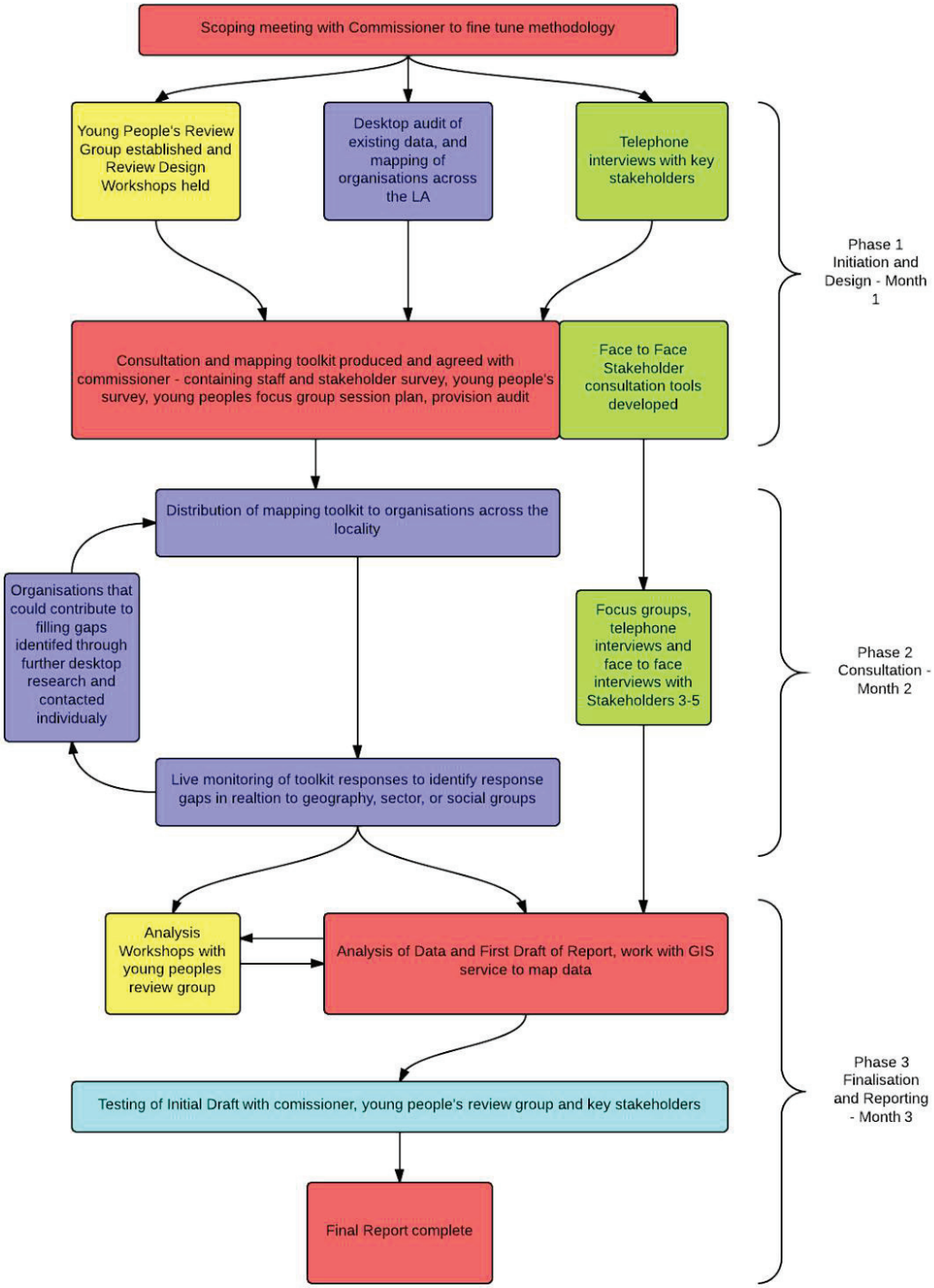
- Publicity and distribution of consultation toolkit through press, phone, mass mailings, mailings from other organisations and schools portal
- Gathering of young people's views through the following toolkit elements
    - Online young people's survey
    - Provider led focus groups with young people
- Gathering of wider stakeholder views through online stakeholder survey (part of consultation toolkit)
- Gathering of information on current offer through provision audit (part of consultation toolkit)
- Continuous monitoring of consultation responses to identify and correct any gaps in responses
- 4 focus groups with VCFS organisations
- Continuation of outstanding interviews from Phase 1

Phase 3 - Analysis and reporting - November 2014

This phase was primarily an analysis of data gathered in phase 2. This included:

- Analysis work by the review team
- 3 analysis sessions held with the young people's steering group
- Meetings and liaison with commissioner and other stakeholders to test out findings

Review Process



Activities undertaken

Overall this review process engaged

- 1004 young people
- 124 stakeholders or stakeholder organisation representatives
- 256 youth projects

The webportal for the project received 2260 page views and over 550 potential adult stakeholders were directly contacted with requests to participate and support young people's participation. Full breakdown of consultation participants is available in the appendices. Full details of the activities undertaken are below.

Interviews with public sector key stakeholders

21 semi-structured telephone interviews were conducted with key stakeholders across the public sector. This included a focus group with four of the five advanced youth work practitioners. These were primarily conducted within Phase 1 to help shape the initial direction of the review, and ongoing dialogue was maintained with some stakeholders.

The key themes that were explored included:

- Views on current operation of youth work across the district
- Key objectives and goals that should shape the new youth offer
- Potential for joint working across services and more collaborative working
- Future role within the youth offer for the VCFS
- First steps in developing a new offer, determining priorities in public finance context

Young people's steering group

The initial proposal from PDC was to facilitate workshops sessions with Bradford's central youth voice mechanism/vehicle. However, as there was no central youth voice mechanism in place, the youth service sought to identify and create a specific group of young people for the review process. This was publicised through the circulation of a flyer to youth services staff, key VCFS contacts, and also through the press releases and consultation toolkit publicity.

During phase 1 three review design workshops were held to enable the group to

- Identify key themes for exploration during all aspects of the review
- Develop and design consultation tools for use with other young people
- Input into the development and design of consultation tools used with adults
- Identify key groups of stakeholders

During phase 3 a further 3 analytical workshops were held to enable the groups to analyse, discuss and identify key messages from all aspects of the data gathered from 1 and 2, and to help shape review findings.

Interviews with VCFS key stakeholders

8 telephone interviews were undertaken with key VCFS stakeholders. A face to face interview was also conducted with Kerr Kennedy, Young Lives Bradford, to explore the historic and current relationship between the Council and the VCFS, and help identify key VCFS stakeholders. These were primarily conducted within Phase 1 to help shape the initial direction of the review.

Themes explored during phone enquiries were:

- What are the biggest needs for your organisation and the VCFS in Bradford and how do you know this?
- Are these needs being met by current support providers and VCFS Infrastructure, If not what are the gaps?
- What is the quality of provision to young people from the statutory and voluntary sector, what do you use to judge this?
- What outcomes are being achieved, what do you use to judge this?
- How would you describe the relationship between Bradford Council and the Voluntary Sector?
- What could Bradford Council do to improve the quality and outcomes for young people in Bradford?
- How could Bradford Council best support you and other VCFS groups to assist you in delivering an enhanced youth offer?

Desktop review

A short desk top audit of available data, such as strategies and key planning documents or reports was conducted within phase 1 and on an ad-hoc basis beyond this. This was done to shape the direction of the consultation and provide secondary sources of data to inform analysis. As part of this, a series of key statistical indicators were identified to produce a comparison of analysis of need across different areas of Bradford.

Indicators chosen were:

- Population 13-19 year olds
- Indices of deprivation
- NEET rate
- Under 18 conception rate
- Rate of pupils achieving G.C.S.E A*-C
- Youth unemployment rate
- Rate of first time entrants to the youth justice system.

The final choice of indicators was made by the young people's steering group, based on proposals from the review team.

VCFS focus groups

Within phase 2 a series of themed focus groups were held with VCFS groups that were offered by open invite to any interested VCFS representatives. The focus groups were advertised by Young lives Bradford, DIVA, and as part of the wider consultation toolkit publicity and to initial VCFS stakeholders who were encouraged to redistribute the information. In addition to this, individual uniform and faith sector contacts were contacted individually by the review team. Participants were encouraged to attend a focus group with organisations that were similar to themselves, however the discussion themes were consistent across groups.

The focus groups explored the following themes:

- What do you hope the Youth Offer review will achieve?
- What is your vision for a Bradford Youth Offer – what does it look like?
- What practical things are needed to achieve this offer?
- What structures or models could best deliver this offer?
- How should needs be prioritised in the current financial climate?
- What actions need to be taken now and in the near future?

Consultation toolkit

During phase 2 of the review a consultation toolkit was available on a web portal run by People Dialogue and Change specifically for this review. It contained a number of elements:

- Background information about the review
- A stakeholder survey for interested adults to express their views on the youth offer, either as a representative of an organisation or an individual
- A survey for young people
- Focus group plans for youth projects who wanted to run focus groups with young people
- Publicity materials to enable adults working with young people to promote the survey to young people
- A provision audit to enable youth projects to provide information about what they offer to young people and the nature of their project
- Details of how young people could get involved with the steering group
- Registration details of the VCFS focus groups

Publicity and distribution of consultation toolkit

Over 550 contacts were individually identified and contacted by the review team.The consultation toolkit was publicised in the following ways:

At the start of phase 1 (September):

An initial information release about the review at the start of Phase 1 was distributed

- By Young Lives Bradford to its membership database
- By the Council public affairs and communication team to

    - Elected Members
    - Bradford School online
    - Council Intranet
- By senior youth service staff to key VCFS contacts and internal contacts.

At the start of phase 2 (October):

A secondary release of information marked the launch of the consultation at the start of October. This was distributed by:

- A press release from the Council public affairs and communication team
- A distribution of information by the Council public affairs and communication team to
    - Elected members
    - Bradford Schools Online
    - Bradford Council Intranet
    - The Council facebook and twitter accounts
- A news release through DIVA
- Individual emails were sent to the following public sector contacts with a request to participate
    - Youth service advanced practitioners
    - All secondary schools, PRU and special school heads
    - Key operational staff identified within
        - Social services
        - Youth offending team
        - FE colleges
        - Public health
        - Leisure
        - Museums and libraries
- A request to participate was distributed by Young Lives Bradford to its membership database
- Notification about the consultation was released through DIVA newsletter and directly by DIVA contacts on the DIVA database identified by a search for either “youth” or “young people” that did not have publicly available email addresses.

Throughout phase 2

Throughout phase 2 an email bulletin promoting the consultation was sent on a regular basis (most contacts received 3-4 emails) to following groups

- All youth service staff
- All secondary schools, PRU and special school heads
- Key operational and staff identified within
    - Social services
    - Youth offending team
    - FE colleges
    - Public health
    - Leisure

    - Museums and libraries
- Elected members
- All VCFS contacts on the Young Lives database
- All VCFS contacts on the DIVA database categories identified by a search for either “youth” or “young people” with publicly available email addresses

Throughout phase 2 the combined database of VCFS contacts from DIVA and Young Lives was regularly reviewed against contacts who had participated in the provision audit. This enabled the review team to remove duplicate contacts, contacts that were not relevant to the youth offer, provision that was thought to be closed or where no information could be publicly found, or provision that was subsequently identified as run by the public sector and not the VCFS. Outstanding VCFS contacts who had not yet replied to the provision audit that were identified as being of key relevance to the youth offer were contacted by phone, or individual email with further requests to participate. Contacts that were identified as most relevant to the youth offer were prioritised within this process. In addition to this youth service advanced practitioners were sent weekly updates of respondents to the provision audit, and charged with the responsibility of ensuring all youth service projects completed this.

As expected in a distribution of this size there were incidents where incorrect contact details where held. Wherever possible, these were identified and corrected. Given the complexity of the VCFS and its fragmented nature, there will always be a small proportion of contacts where correct or incorrect information or contact details cannot be identified or confirmed..

Following close of review

Publicity of the review findings remains the responsibility of the Council, and is expected to take place after this report has been accepted by the Council.

Known biases within consultation

Comparison of response dates to relevant population is available in the appendices.
Likely and known biases within the consultation elements of this review are:

- The young people’s survey was slightly under-representative of young people who identified as Asian/Asian British - Pakistani. Analysis of individual ethnic groups has been produced on key questions to counteract this, and focus groups were conducted with young people in this category.
- The young people’s survey was under-representative of young women. However individual analysis of genders identified no substantial difference between responses from young men and women, and specific focus groups were conducted with young women.

- Responses to the young peoples consultation were open to any young person to participate however were primarily gathered by adults working with young people within public sector and VCFS settings. 14.42 % of respondents identified as never accessing support or activities outside of school, 18.66 % identified as less than once per month, and 66.92% access more than this. An analysis of young people who identified as not accessing activities and support outside of school and specific focus groups were conducted to identify the views of young people within this category.
- The stakeholder survey is likely to have been responded to by people with strong feelings about the youth offer and is not representative of the general public
- The provision audit is based on figures and information identified by the projects themselves, as such it is possible that projects will present their work in the best possible light and potentially overestimate the scope and quality of their work.
- By its nature, the stakeholder consultation process was only able to engage with stakeholders who wanted to engage. For some the youth offer was seen to be something that the youth service or youth work does, and therefore perceived as not relevant to stakeholders own services or organisations. Efforts have been made to identify all VCFS provision that did not engage with the provision audit process and include this as part of the provision mapping where possible, though the uniform youth sector has been particularly difficult to identify. Engagement of the VCFS sector, whilst strong in the phone interviews was lower than hoped in the focus groups - this is discussed within subsequent sections of this report. Given that the publicity for this review was extensive, in many senses stakeholder engagement does not represent a bias - but a reflection of the organisations that will want to commit most strongly to the youth offer going forward, and whose involvement and views will therefore shape it most strongly.

Typology and Classification

Typology and Classification

A number of typologies and classifications were developed and used across the provision audit, young people's questionnaire and stakeholder survey and throughout this report. These were:

Types of support

Categorisation of support types was developed by the review team based on the "Statutory Guidance for Local Authorities on Services and Activities to Improve Young People's Well-being" (DFE:2012) and agreed upon by the young people's steering group as follows. This guidance is referred to as "the statutory guidance" throughout this document and is covered further in the Conclusions section.

Statutory guidance category	**Survey category**
Empowerment: Connect young people with their communities, enabling them to belong and contribute to society, including through volunteering, and supporting them to have a voice in decisions which affect their lives;	● The chance to volunteer and be part of my community ● The chance to have my voice heard
Activities and mixing: offer young people opportunities in safe environments to take part in a wide range of sports, arts, music and other activities, through which they can develop a strong sense of belonging, socialise safely with their peers, enjoy social mixing, experience spending time with older people, and develop relationships with adults they trust;	● The chance to try new activities in a safe space ● The chance to socialise with others ● The chance to talk to adults, that I can trust
Personal and social development: support the personal and social development of young people through which they build the capabilities they need for learning, work, and the transition to adulthood – communication, confidence and agency, creativity, managing feelings, planning and problem solving, relationships and leadership, and resilience and determination;	● Support to develop my personal and social skills, (eg communication skills, confidence)
Wellbeing: improve young people's physical and mental health and emotional well-being;	● Help improving my physical health ● Help improving my mental health and emotional well being

Learning potential: help those young people at risk of dropping out of learning or not achieving their full potential to engage and attain in education or training;	● Support to find the right education, employment or training opportunities ● Support to help me do as well as I can in school/education
Aspiration and resilience: raise young people's aspirations, build their resilience, and inform their decisions – and thereby reducing teenage pregnancy, risky behaviours such as substance misuse, and involvement in crime and anti-social behaviour.	● Support around alcohol and drugs ● Support around sexual health, relationships and pregnancy ● Support to avoid being involved in crime or antisocial behaviour

Types of activity

Categorisation of activity types was developed by the young people's steering group as follows:

- Leisure activities, not including sports - (eg cinema, laser tag, going to malls)
- Sports
- Arts and culture (eg drama, reading, art,)
- Music
- Workshops for groups (eg first aid training, circus skills workshop, job clubs)
- Outdoor pursuits (eg rock climbing, canoeing)
- Online activities (eg online games, social media)
- Organised youth groups
- Socialising with other young people
- Volunteering and activities that make a difference to your community
- Community activities for all ages (eg festival, community fun day)
- 1 to 1 advice and support from an adult (eg careers advice)

Types of provision setting

Typology of provision setting was derived from House of Commons Education select committee report "Services for young People" (2011)

Targeted youth work provision

Youth work provision targeted at young people who need help to manage particular needs or difficulties and to maintain progress in realising their individual potential

Universal/open youth work provision

Youth work provision where young people choose to be involved in open access facilities and settings which would offer informal education opportunities starting from their concerns and interests

Wider services for young people:
Services specifically for young people that are not primarily based on youth work practice and values. Eg schools, further education, higher education, justice, mental health, leisure, advice and guidance, sports, school nursing, etc

General services which also serve young people.
eg fire, police, housing, faith, community,

Types of organisational structure

Terminology to distinguish between VCFS and public sector was based on the following commonly used terms

- Public Sector
- Charity*
- Social Enterprise*
- Not for profit other than Charity or Social Enterprise*
- Private Company

* Collectively these three classifications are referred to as Voluntary, community and faith sector (VCFS) and are combined in various places throughout this report. In some places the term VCS or "the voluntary sector" or "third sector" is also used. Whilst the VCFS as a whole includes organisations which are not related to young people, references within this report can be taken to mean organisations or projects which in some way offer services or identify as having a role in relation to young people. They may not all specifically identify themselves as "youth", "youth sector" or "youth work" organisations.

Types of vulnerable/targeted groups

The young people's steering group created categories of vulnerable, excluded or targeted groups which were matched to commonly used professional terminology as follows

- Young people who are LGBT or Q
- Young people with chronic or long term illnesses
- Young people with mental health problems
- Young people living in poverty
- Young people affected by alcohol
- Young people people affected by drugs
- Young carers
- Young people affected by family breakdown
- Youth offenders
- Young people who are NEET
- Young people who are unemployed and looking for work
- Young people involved in antisocial behaviour
- Young parents
- Young people who are looked after
- Young people who are bullied

- Young people who are homeless/have run away/ gone missing
- Young people with disabilities (all)
- Young people with learning disabilities
- Young people with physical disabilities
- Young people with visual disabilities
- Young people with hearing disabilities
- Young people who are socially isolated
- Young people at risk of exploitation
- Young men
- Young women

Three categories should be regarded with caution, particularly within responses from the young people's survey:

- "Young people who are living in poverty" - Poverty is difficult to measure and this group is likely to represent a subjective view of wealth, not a statistical measure of poverty.
- "Young people at risk of exploitation" - this is a broad description and should not be correlated with CSE.
- "Young people who are socially isolated" - this is an unusual grouping created by the steering group, so hard to correlate with other data.

Types of ethnicity

Ethnicity groupings currently recommended by the office for national statistics for surveys in England were used.

Types of outcomes

Within the provision audit The Young Foundation "Framework of Outcomes for Young People" (2012) was used to provide a typology of soft outcomes, Hard outcomes were based on common statistical population measures such as NEET rate, Teenage pregnancy rate.

Mapping Levels of Need

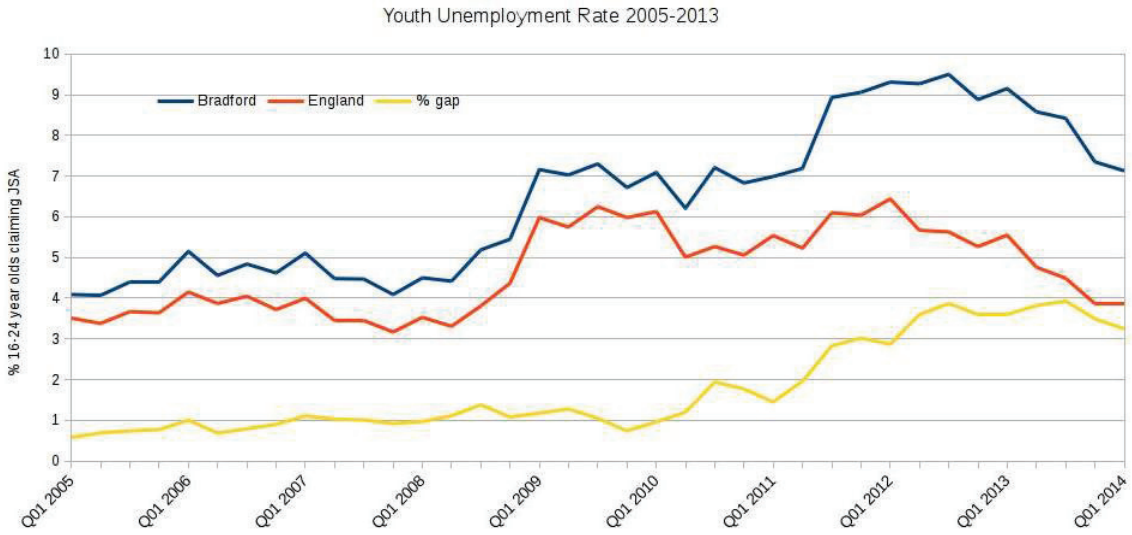
Mapping Levels of Need

The indicators in this section refer to key outcome measures for young people illustrating local and national positions. The main purpose here is twofold - examining any aspects of major discordance with national trends, and whether they show any significant variance across Bradford that would warrant particular treatment in allocating resources or provision. A more detailed statistical analysis of need can be found in the various reports and profiles available from Bradford Observatory.

Bradford compared to regional and national trends

- The district has a young population structure, with a large proportion of the total population being made up of people in the youngest age groups. The average age for the district is 34.6 years, compared to an average figure of 39.6 for England and Wales. Children make up 22.6% of the total population of the district, compared to 18.7% nationally, and people 25 years and under account for 37.4% of the district's population, compared to 32.1% nationally.**
- Bradford has a diverse population. The White British population remains the largest group at 64%. Over the last decade there has been a 6% increase in the percentage of people of Pakistani origin and the same in total for a number of other smaller ethnic groups. At 20%, Bradford has the largest percentage of people of Pakistani origin in England. Over 60% of people with a Pakistani origin were born in the UK. Notably the area has seen a recent rise in immigration from Central European and Eastern countries as well as people of Roma heritage.****
- The rate of first time entrants to the youth justice system in 2013 is 453 per 100,000 which is statistically similar to the regional average of 459 and England average of 441*. This figure has been declining since 2006 (calculated as rate of 10-17 year olds receiving first reprimand warning or conviction)**
- The under 18 conception rate for 2012 in Bradford of 30.2 is statistically comparable to England rate of 27.7 and the yorkshire and humber regional rate 31.7 * .This has been a declining trend since 1998-2000 (Calculated as rate per 100 females aged 15-17) **
- The percentage of 16-18 year olds who are not in education employment or training (2013) is 5.4% which is statistically similar to the England average of 5.4% and the yorkshire and humber regional rate at 5.7%*
- Qualification levels among Bradford's working age population are lower than the regional and national averages. The proportion of working age people educated to degree levels is considerably below the national average as is the number of working age people qualified to Level 2 - considered to be entry level by most employers. Furthermore, employers report having employees that do not have the full set of skills required for their jobs. Nearly 52,000 people have no qualifications at all.****

- The percentage of pupils achieving GCSE A*-C in 2013 was 84% compared to the english average of 83% **. However the percentage of pupils achieving 5 A*-C at GCSE *inc english and maths* in 2013 is 53.0 % which is significantly lower than England average 60.8%.*** This has been increasing since 2004 and now increasing at a faster rate than England average**
- The percentage of 16-24 year olds claiming Job Seekers Allowance (Quarter 1 2014) is 7.13 compared with an England average of 3.88. This is lower than the peak of 9.50 in Q3 2012, but has been broadly rising since 2008 and the gap between the Bradford rate and the England rate has grown significantly since 2010 .**



**Data and comparisons from Public Health Outcomes Framework Benchmarking Tool*

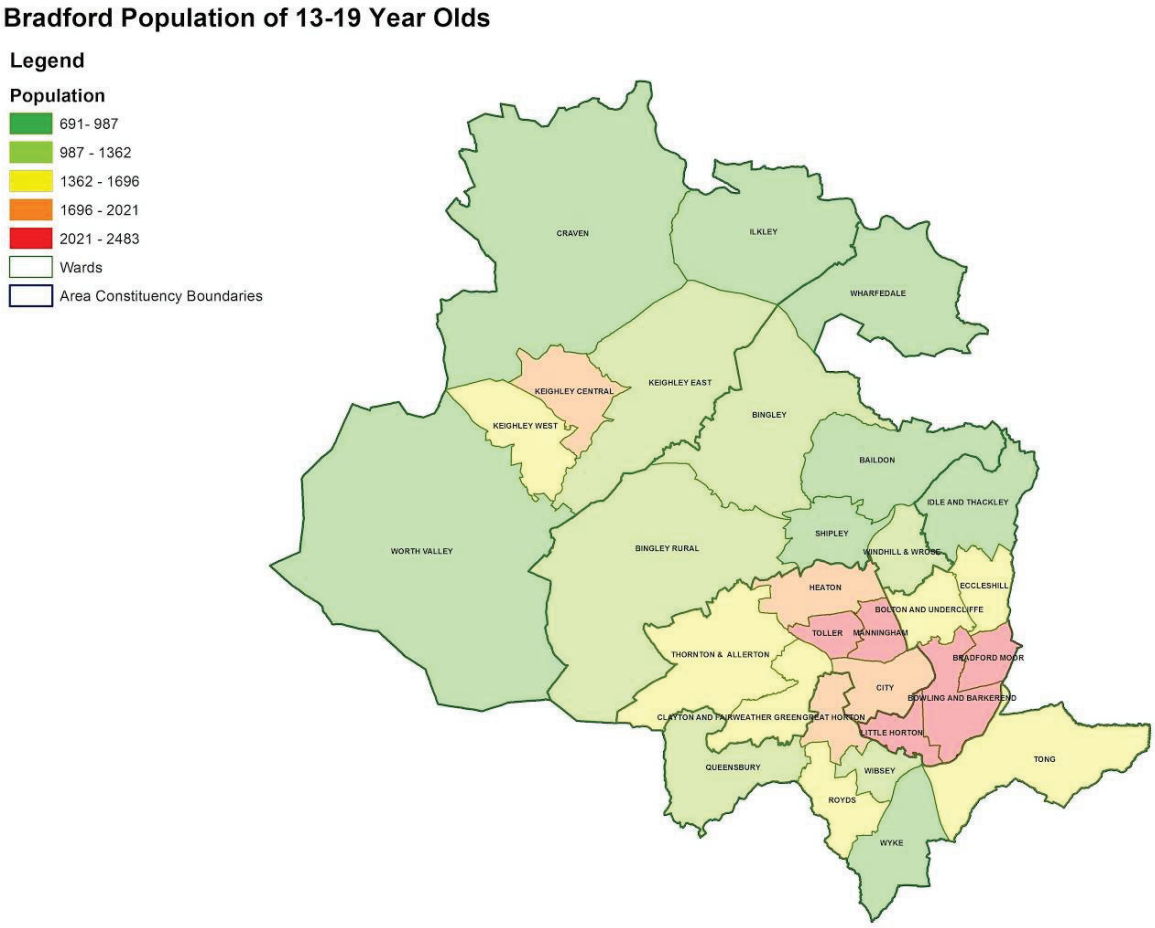
*** Data from Bradford Observatory*

**** Data from CHIMAT Bradford Child Health Profile (2014)*

**** from Understanding Bradford District , (CBMC:2013), based on current population estimates.*

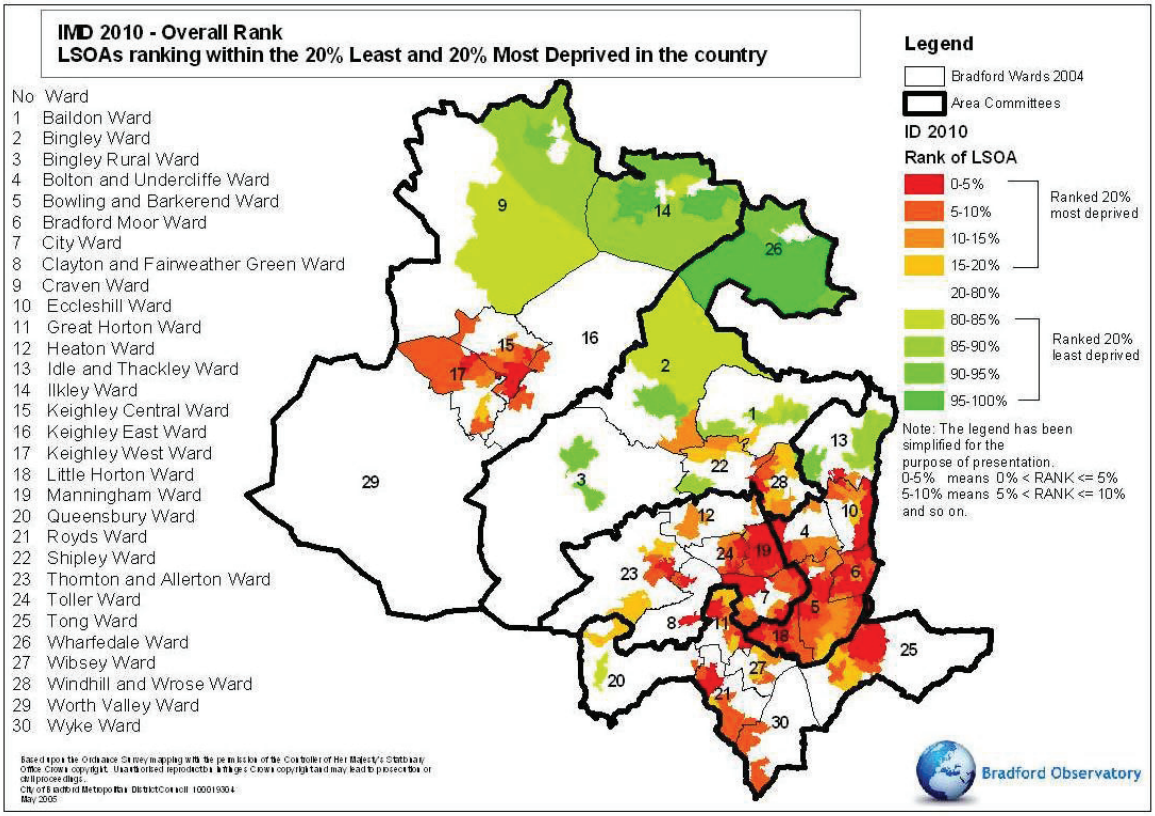
Comparison between areas of Bradford

13-19 Population



Area	Population 13-19 year olds (total = 45223)
Bradford East	11446
Bradford West	11746
Bradford South	8438
Shipley	6199
Keighley	7394

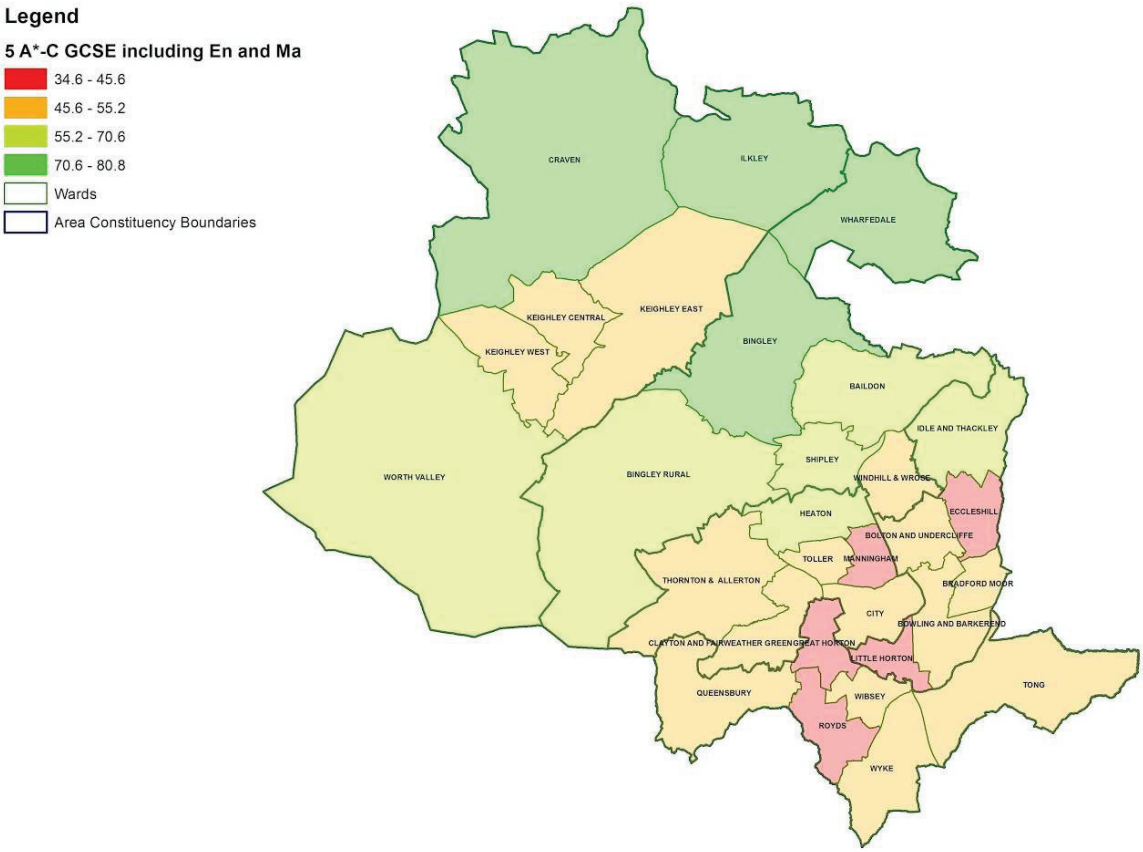
Indices of Deprivation 2010



The English Indices of Deprivation 2010 provide a relative measure of deprivation at small area level across England. Areas are ranked from least deprived to most deprived on seven different dimensions of deprivation and an overall composite measure of multiple deprivation. Most of the data underlying the 2010 Indices are for the year 2008. The domains used in the Indices of Deprivation 2010 are: income deprivation; employment deprivation; health deprivation and disability; education deprivation; crime deprivation; barriers to housing and services deprivation; and living environment deprivation. Social issues generally and those specific to the youth offer will in most circumstances correlate with the most deprived areas, making the IMD one of the most reliable indicators of comparative need across the district. Areas of need are clustered around the urban areas, notably Bradford East.

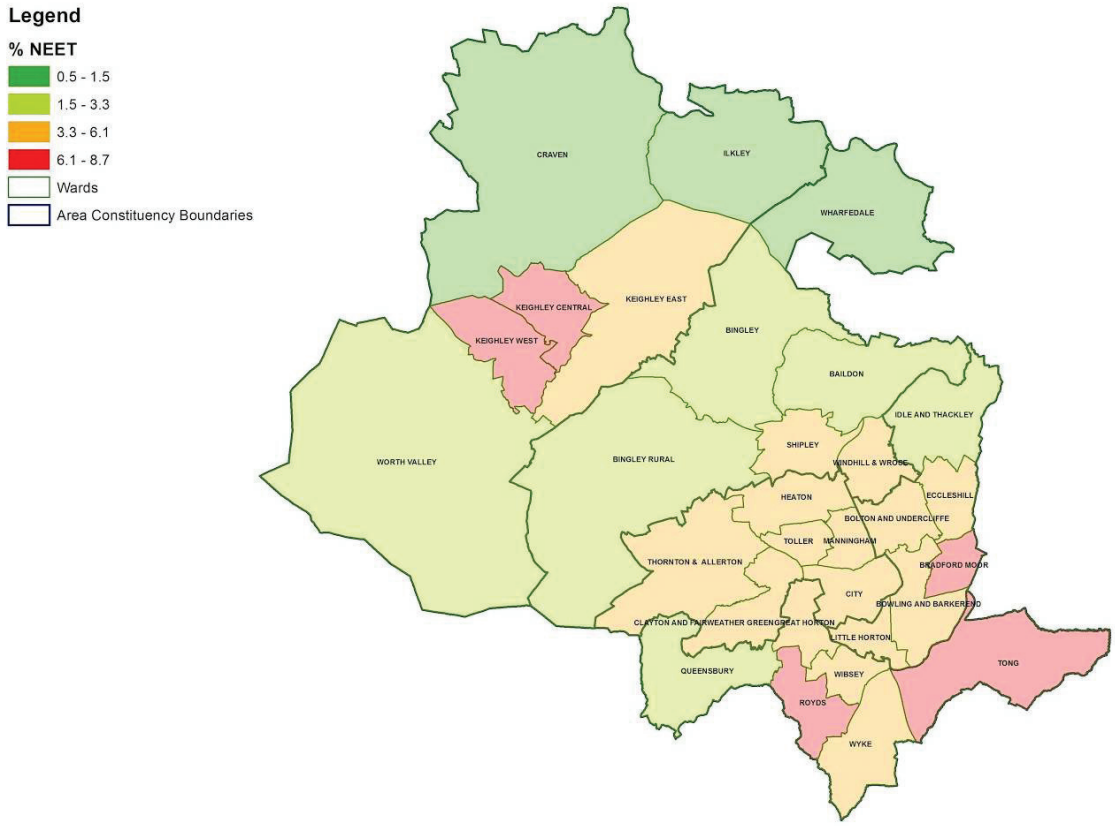
Learning potential

Percentage of students achieving 5 A*-C GCSE including En and Ma for 2011/12



The percentage of pupils achieving 5 A*-C at GCSE level including English and Maths, is a notable area of concern for the district as discussed above. This map illustrates comparative rates of this but is based on school location rather than living location. Whilst the youth offer is not related or responsible directly for formal education, its support around ensuring young people's positive engagement in school has the potential to be a key contributor to addressing this need. Highest areas of need are clustered around the urban areas with highest need in Eccleshill, Manningham, Little Horton, Great Horton and Royds

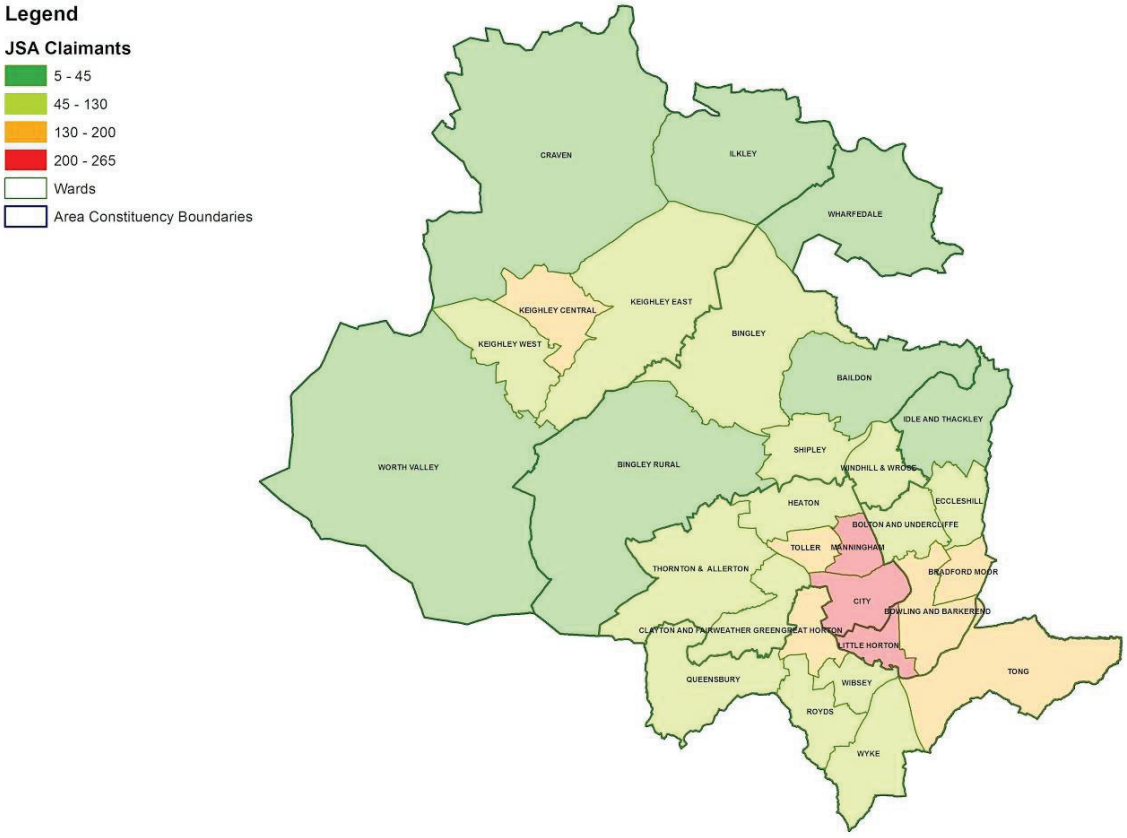
Percentage of young people Not in Education, Employment and Training (NEET) 2012



With one of the focuses of statutory guidance being supporting young people's learning potential, the percentage of young people who are NEET, as shown above can also provide key insight into target areas of need for the youth offer. Areas of need are clustered around the urban areas with hotspots in Bradford Moor, Tong, Royds, Keighley Central and Keighley West

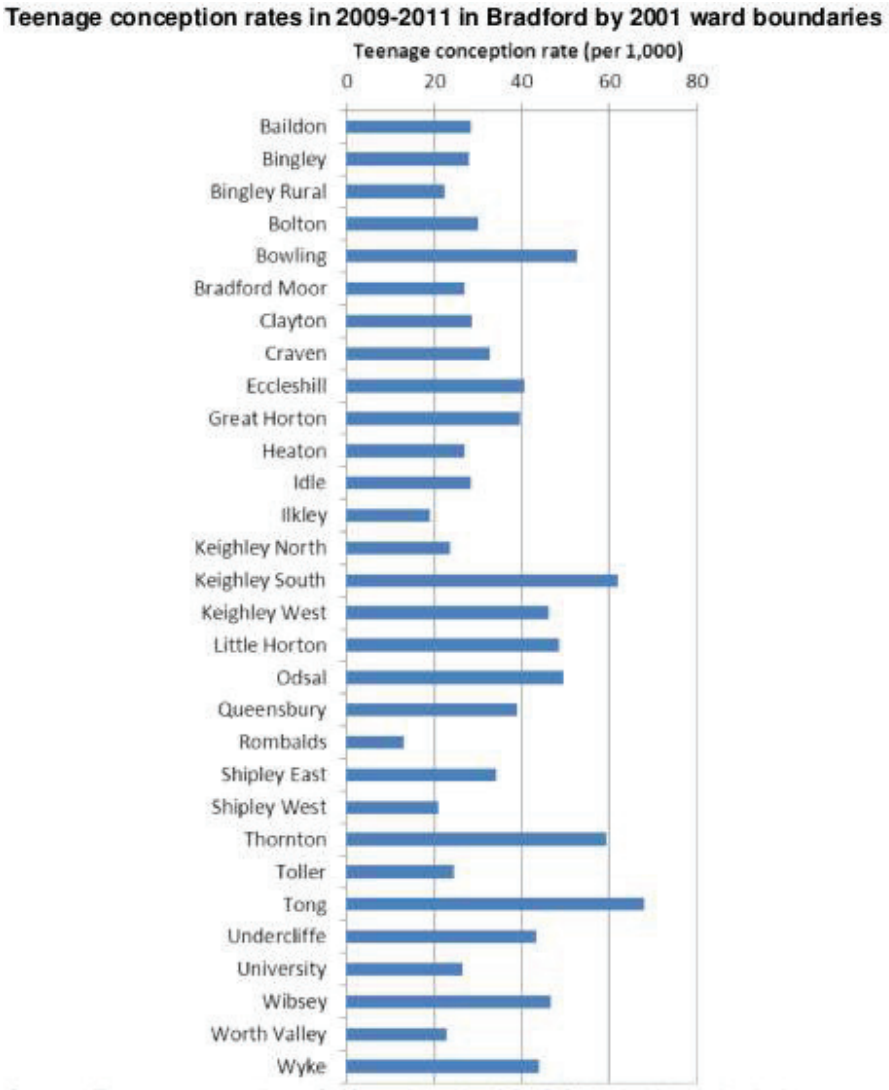
Youth unemployment rate

Number of 18-24 year olds claiming Job Seekers Allowance (JSA) for October 2014



Youth unemployment, though predominantly at the margins of the youth offer age range, is a strong indicator of comparative need for the youth offer. The youth offer has a role to play both in ensuring a successful transition from education to work, and in supporting young people who are unemployed. Areas of need are clustered around the urban area with highpoints in Manningham, City and Little Horton.

Teenage pregnancy



Source: Teenage conceptions, ONS produced by CBMDC Public Health Analysis team 2014

Teenage pregnancy data was not mapped geographically, as it was only available based on old ward boundaries. Indicated in the chart above, highest areas of need are Tong, Keighley South and Thornton.

Youth offending rates

Youth offending rates were not available to the review team at ward level.

Summary of Mapping of Need

This mapping is intended to provide a simple illustrative insight into needs of young people to aid the development of the youth offer. A wealth of detailed needs analysis of the borough is available through Bradford Observatory, much of which has been taken into account by the review team and has not been reproduced here. Many of these headline messages below will already be well understood by those providing services in Bradford.

- Bradford has a young population, and as such support for young people, and young people's needs will always be a key issue for the authority.
- When compared to national and regional trends the youth offer should take into account the relatively high levels of need in relation to realising young peoples learning potential as indicated by the low levels of qualification in the working age population, GCSE attainment rates and youth unemployment rates.
- The multicultural nature of Bradford means that the youth offer will need to be sensitive to the needs of young people from different backgrounds, and take into account providing culturally sensitive provision, as well as monitoring and ensuring sufficient rates of access between different ethnic communities.
- Within Bradford the variance in levels of need is not sufficiently pronounced to justify strong area based prioritisation of services, other than through basic youth population density. Whilst hotspots can be identified for specific indicators, these are generally focused around the areas of higher population and, do vary between indicators. Patterns of need correlate strongly with population density and are focused around the urban areas.
- Taking the concept of population based prioritisation forward, Shipley area, and the more rural parts of Keighley area, Craven Ilkley and Worth Valley have notably low levels of youth population, so are the areas where provision can be least concentrated. Bradford East, West and South, and Keighley town may warrant greater concentration of provision. As noted, outcome indicators are not sufficiently disparate to justify a variance between these locations, beyond that indicated by basic population density. Bradford South has a somewhat lower level of population than its counterparts East or West, so may justify slightly lower levels of provision compared to its counterpart city areas.

Current Provision Audit

Current Provision Audit

Number of youth projects operating in Bradford

The distinction between a project, organisation and service is significant to make within the context of the figures. A single VCFS organisation or LA Service may be offering multiple projects at multiple locations, or even within the same location. The provision audit sought to categorise and identify delivery across Bradford by projects, rather than by organisation, service or delivery location. However this secondary level of categorisation can be seen from further analysis. With a number of exceptions, VCFS organisations generally chose to identify themselves as a single project. The public sector, with the exception of leisure services and YOT, identified the specific projects within each service. As the number of young people in contact and the number of hours of provision on offer varies significantly between projects, comparison of sectors by number of projects alone should be avoided. It should also be noted that whilst the review aimed to identify as many projects as possible, there will always be some that are not identified, and the sector will change and fluctuate regularly, particularly very small, community or volunteer led organisations may open and close with some frequency, and often go under the radar.

Number of youth projects identified through provision audit	
Number identifying as public sector	152
Number identifying as charity	57
Number identifying as social enterprise	1
Number identifying as private company	6
Number identifying as not for profit other than charity or social enterprise	16
Number not identifying as the above categories (skipped question)	24
Total number responding to provision audit	**256**

Additional VCFS organisations offering services relevant to the youth offer that chose not to participate in the provision audit	
Number medium-large VCFS organisations identified by review team as relevant to the youth offer (not including uniformed organisations)	27
Number small VCFS organisations identified by review team as relevant to the youth offer (not including uniformed organisations)	6
Number VCFS organisations identified by review team as some relevance to the youth offer (not including uniformed organisations)	24
Number of uniformed youth projects/organisations identified by review team provision audit	26
Total number	**83**

Numbers of uniformed organisations

Uniformed youth projects such as Scouts, Cadets or Guides may be underestimated within these figures. The volunteer led nature of uniformed youth organisations means that monitoring and tracking of both project and participants does not occur in a manner which makes them easily reportable or identifiable. For instance many uniformed youth projects do not list public contact details or address on DIVA or similar sites, as these are often the details of private individuals. In addition, within their own infrastructures many uniformed organisations do not gather the same level of information regarding participants or programme delivery that is common within the public sector, or other parts of the VCFS. Some uniformed organisations contacted the review to indicate that it would not be possible for them to identify all of their provision. This pattern is not unique to Bradford, and occurs commonly in uniformed organisations across the country.

Other relevant VCFS organisations

The figures above include only organisations that directly deliver services to young people. It should be noted that VCFS infrastructure organisations and community buildings will also play a role in supporting and enabling delivery even though they may not be direct deliverers

Comparison to initial estimates of VCFS youth organisations/project relevant to youth offer

Initial estimates from the LA and VCFS infrastructure indicated that there were over 400 organisations or projects within the VCFS sector delivering services to young people. To begin identifying these the review team used Young Lives Membership database supplemented by any additional organisation or projects identified by through the DIVA database using the search terms “youth”, or “young people”. The number of projects/organisations identified through this initially corroborated these estimates. However as this combined database was reviewed, and request to participate in the provision audit was distributed, it was clear that the number of VCFS organisation

providing services directly to young people that were relevant to the youth offer was substantially smaller.

This overestimate is created by:

- Community buildings where the delivery of services is done by the youth service
- Community buildings where the delivery of services is done by other VCFS organisations/projects
- Defunct organisations/projects or organisations/projects that were presumed defunct or no contact information was identifiable
- VCFS organisations/projects that aim to offer services to the whole community, but chose not to participate in the provision audit, and were subsequently identified as offering little or no provision directly for young people through publicly accessible information
- VCFS infrastructure organisations, that provide support to the youth sector but do not directly deliver to young people
- VCFS organisations/projects offering services to young people, that chose not to participate in the provision audit and were subsequently identified by the review team as offering services not directly relevant to the youth offer
- Duplicate entries that were not immediately obvious

Taking into account the above the review team estimates the number of VCFS projects as per below. In most instances the term ‘project’ and ‘organisation’ represents the same unit of scale within the VCFS in Bradford.

	Estimated total of VCFS youth projects directly delivering to young people
Projects identifying as charity, social enterprise or not for profit on provision audit	74
Identified VCFS organisations not participating in the provision audit	83
Estimated potential unidentified projects	25-50
Estimated total VCFS	**157-207**

Extent of provision on offer

Projects who participated in the provision audit were asked to identify the numbers of young people they were in contact with and the number of hours they were open

Category	No. projects	Average hours open per week	Average No. of YP in contact per year	No. Yp contacts per year*
All responding to provision audit (inc those not identifying by sector)	254	17.9 (n=216)	347 (n=233)	88138
Charity (provision audit response)	57	41.2 (n=41)	489 (n=50)	27873
Social enterprise (provision audit response)	1	37 (n=1)	40 (n=1)	40
Private company (provision audit response)	6	32.7 (n=6)	495 (n=5)	2970
Not for profit other than charity (provision audit response)	16	12.4 (n=12)	108 (n=13)	1728
Public sector (provision audit response, not inc Leisure Services)	151	9.6 (n=145)	307 (n=143)	46357
VCFS organisations not responding to provision audit	n/a	n/a	n/a	Over 3500 (Review team estimate - conservative)
Uniformed organisations own estimate	n/a	n/a	n/a	10000 (estimate)
Combined VCFS (all sources)				35,000 - 45,000 (estimate)

**This figure is calculated by the number of projects multiplied by the average number of young people in contact per year, or represents an estimate where otherwise indicated*

Leisure services have been excluded from this analysis above, as they indicated they had contact with 1 million young people; the scale of this figure is not only likely to distort averages but also indicates significant double counting within the service. 1 VCFS organisation was excluded from the *average no. of young people in contact per year* calculation as its reported figures were thought to be a significant overestimate when contrasted with other information on their response that would distort averages.

The averages in the table above are calculated using the arithmetic mean, but the significant range in contact numbers means it would not be accurate to say that most projects are in contact with 347 young people per year; high volume and large projects other than the ones noted above raise this figure significantly. The mode average which shows the most commonly given figure, indicates that most youth project have contact with 100 young people per year, this figure is the same for both public sector and VCFS.

All figures above have significant potential for double counting of young people, ie the same young person accessing multiple projects being counted twice. They should be treated as an indication of the comparative reach of different sectors rather than an absolute figure or number of individual young people in contact with. To illustrate the extent of the effect of double counting - the youth service, which makes up the majority of public sector responses is able to track that they were in contact with 13,842 **individual** young people (13-19) in 2011-12. Within the VCFS as no single combined tracking system exists so the amount of double counting is unknown, as is the overlap between the public and VCFS sector. For comparison the population of 13-19 year olds in Bradford is 45223. However whilst the figures do not provide an accurate picture of the overall number of young people accessing provision they give a good indication of the comparative reach and scale of different sectors.

National citizenship service contact figures

During the time of this review NCS contracts were being re-awarded by National Government, resulting in a change of one of the providers. As a result of this, delivery locations and precise scale of delivery going forward are not known. One of the two providers awarded the contract for April 2014-2018 indicated that by 2017 they would be delivering around 4000 NCS places per year for young people across Bradford. This is likely to represent a significant growth in provision. By comparison one of the previous NCS providers included in this audit indicated they were offering places to 400 young people.

Project usage by young people

Projects who participated in the provision audit were asked to identify the frequency with which young people accessed them, and the proportion of young people who accessed them that were from vulnerable groups

- 57.81% of projects indicated that more than half the young people who had contact with them accessed support and activities from them between 1 and 4 times per week (n=237)
- 41.31% of projects indicated that more than half the young people they had contact with access support and activities from them more than 4 times per week. (n=213)
- 52.35% of projects indicated that more than ¾ of the young people they had contact with were from vulnerable groups (n=214)
- 54.48% of public sector projects (n=145), compared with 49.21% of VCFS projects (n=63) indicated that more than ¾ of the young people they had contact with were from vulnerable groups,

Provision settings on offer

Projects who participated in the provision audit were asked to identify the type of setting their activities and support were provided from.

Types of setting support and activities are delivered from (more than one may apply to each project)	**All respondents** (n=246)	**Public sector** (n=151)	**VCFS** (n=70)
Targeted youth work provision	47.56%	49.01%	51.43%
Universal/open youth work provision	60.16%	60.2%	52.86%
Non youth work services for young people	28.05%	16.52%	35.71%
A general service for both adults and young people	18.29%	12.58%	32.86%

An analysis of individual responses to the provision audit indicated that many projects were unclear on the distinction between targeted youth work provision and universal or open access work. Many projects described themselves as both open access and targeted; or reported that they targeted such a wide range of different groups, it would be hard to consider them targeted. Alternatively some provided descriptions of their project which contradicted their answers. Whilst it is possible for a project to offer a mix of targeted and open provision this would require a project to offer multiple sessions with different purposes. In reality many of the projects who identified themselves as targeted could better be described as progressive or inclusive universal/open access services. I.e. Open access projects that specifically tried to identify a range of social groups and make their project accessible to them.

Delivery within schools/colleges/PRUs

Of the projects that completed the provision audit:

- 33 projects were delivering primarily within schools/colleges/PRUs. Broken down as:
    - 21 Duke of Edinburgh award programmes each based on one school/college site
    - 7 projects that provided intensive support for young people at risk of being NEET or similar each based on one school/college/PRU site
    - 2 projects providing non targeted support within a single school/college setting
    - 3 projects that provided access to activities such as sports or music across multiple school/college sites
    - 1 IAG provider working across multiple sites.
- A further 17 projects provided alternative education or support for young people who were NEET that did not take place on a school site.
- A further 8 projects identified as being part of an extended schools arrangement, though it was not clear how they related to schools or colleges.

Projects targeting specific groups

Projects who participated in the provision audit gave details about who they targeted by social group. Despite the issues identified above, the trends in which groups are targeted, offers insight into the category of social groups that projects are seeking to proactively make themselves inclusive towards and is shown below.

Do you specifically target any of the following groups?	**% of all Projects =y**	**% of all PS projects =y**	**% of all VCFS projects =y**
Young people involved in antisocial behaviour	34.8%	43.4%	5.4%
Young people who are socially isolated	32.8%	36.8%	4.1%
Young people living in poverty	32.4%	35.5%	14.9%
Young people at risk of exploitation	30.1%	38.2%	32.4%
Young people who are NEET	29.7%	34.2%	17.6%
Young people affected by family breakdown	27.7%	32.2%	18.9%
Youth unemployed	27.7%	33.6%	17.6%
Young people people affected by drugs	27.3%	34.2%	24.3%

Young people affected by alcohol	25.8%	32.9%	23.0%
Young people who are looked after	25.8%	32.2%	27.0%
Young people who are bullied	25.0%	28.3%	23.0%
Young women	25.0%	31.6%	25.7%
Youth offenders	23.8%	26.3%	10.8%
Young carers	23.4%	28.3%	16.2%
Young people with disabilities (all)	23.4%	30.9%	23.0%
Young men	23.4%	31.6%	10.8%
Young people with mental health problems	22.3%	27.6%	12.2%
Young people with learning disabilities	21.1%	25.7%	14.9%
Young people who are homeless/have run away/ gone missing	18.0%	23.0%	6.8%
Young parents	16.8%	21.7%	5.4%
Young people with visual disabilities	15.2%	21.1%	6.8%
Young people with hearing disabilities	15.2%	20.4%	32.4%
Young people with physical disabilities	14.8%	19.7%	20.3%
Young people who are LGBT or Q	14.5%	20.4%	10.8%
Young people with chronic or long term illnesses	12.9%	19.1%	14.9%
% of all projects who answered yes to one or more categories (n=256)	53.9%	59.8%	54.0%

An analysis of the project descriptions provided on the provision audit identified the following numbers of targeted projects which were only accessible by a particular social or ethnic group, or through some form of referral mechanism from another agency relating to social exclusion. These projects could therefore genuinely be considered targeted projects.

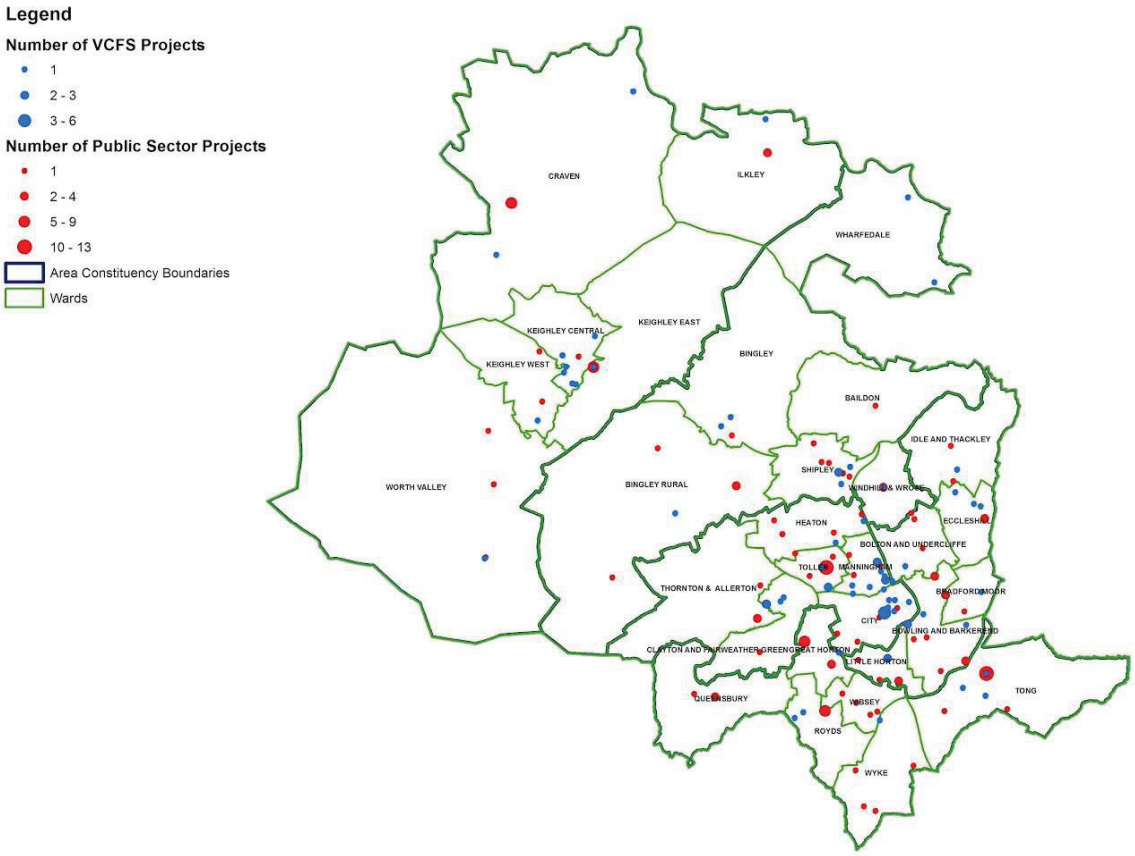
Target Group	**No. Projects describing targeted services** (n=256)
Multiple vulnerable groups / individuals with multiple problems	18
Young people with disabilities	13
Young people who are NEET or at risk of being NEET	8
Young women	7
Young people at risk of or involved in antisocial behaviour, or youth offending. (Not included projects described solely as ASB diversionary activities with no targeting or referral element)	5
Young people involved in CSE	4
Young people with housing issues	2
Young people who are LGBT	2
Young people who have experienced family breakdown	2
Bangladeshi heritage young people	2
Young people with or who have had mental health problems	2
Central and Eastern European heritage young people	1
Young carers	1
Total	**67**

Confusion over the distinction between fully targeted provision and inclusion focused open access provision within the sector means that many of the prior overarching strategies and approaches to targeting specific social groups or delivering targeted provision, as well as analysis from stakeholders over which parts of the sector are best placed to deliver targeted versus universal services has the potential to be flawed.

Future approaches will need to take into account this issue. Just over ¼ of projects participating in the provision audit are clearly identifiable as targeted provision indicating that the bulk of provision is focused on open access provision - although this does not take into account the relative sizes of the projects, notably the youth offending service which is of significant size is only counted once. In addition to this, and perhaps in part as a result of it, the trends in which groups are least "targeted" by open provision correlate clearly with the groups that feel they have the least access to activities and support. This is discussed in the voices and views of young people section.

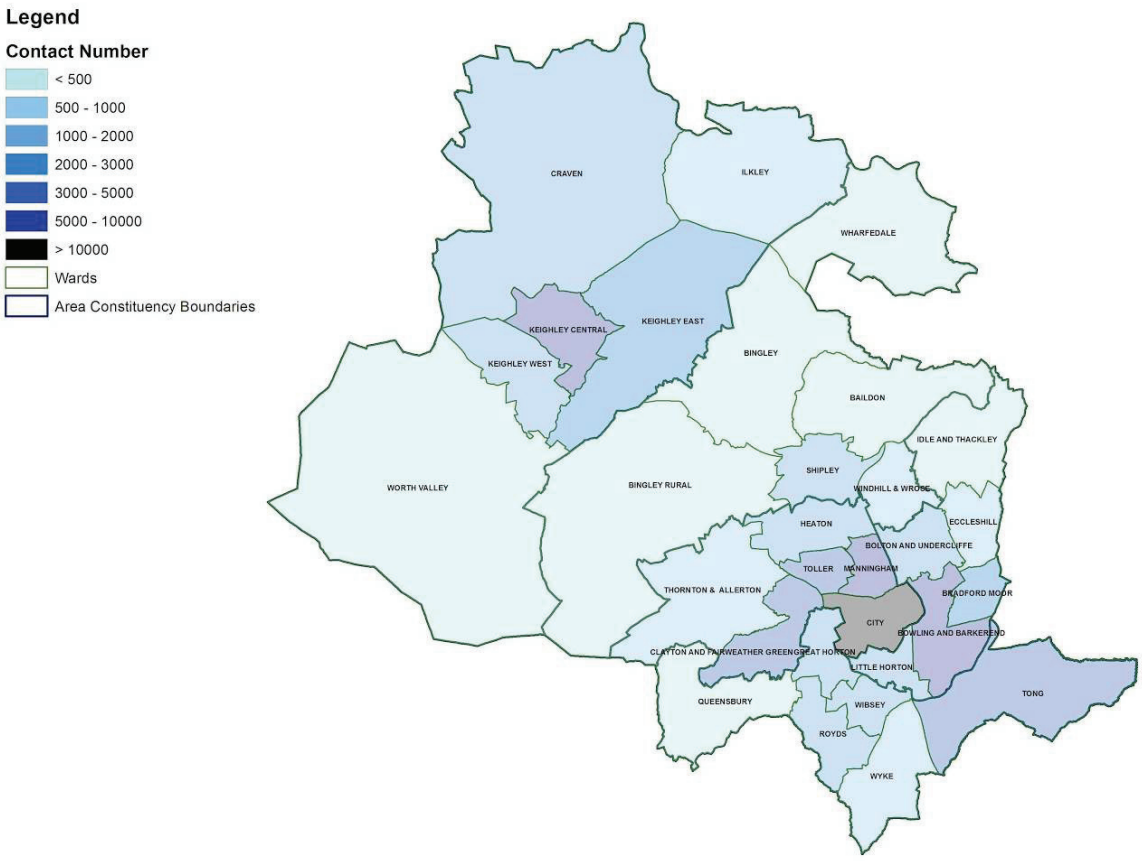
Geographic spread of projects

Location of Projects relevant to the Youth Offer



The map above identifies the location of all projects who took part in the provision audit and all VCFS organisations who were identified by the review team as relevant to the youth offer but did not take part in the audit, for whom address data was available. Projects that took part in the provision audit who indicated that it was not appropriate to give a single address, such as detached youth work teams have been excluded. As expected many projects take place in the same buildings, indicated by the scale of the dots. In some cases this may also represent projects within the same street but different buildings.

Total number of young people projects report having contact with by ward of project



This second map identifies the total number of young people that projects report to be in contact with, aggregated to ward level based on the postcode of the main delivery location of that project. It is composed of data from projects who responded to the provision audit and VCFS projects identified by the review team that did not respond to the audit, for whom estimate contact numbers have been assigned when an accurate address was available. It does not include projects which did not provide location data on the provision audit, for instance projects that identified they did not have a fixed location of delivery, such as detached youth work teams, or projects that indicated their engagement of young people was not fixed to a single location, and did not provide multiple responses based on delivery location (notably this includes responses from Leisure Services). As an additional precautionary measure, respondents to the provision audit were also asked if they delivered services from other locations; projects who indicated that they delivered to more than 1000 young people have been further analysed to identify distortions in the data, this is discussed below. One provision audit respondent was also excluded from this analysis as the response it gave regarding contact with young people was not thought to be credible.

As a result of this it can be assumed that the second map provides a reasonably accurate picture of the locations in which young people are accessing projects relevant to the youth offer. The travel patterns of young people to access youth provision are beyond the scope of this review, and will vary between projects - so it should not be assumed that young people only access youth projects within their own ward, and that this map correlates directly to the living locations of young people. However, given that access to travel is identified as a barrier to accessing provision within the young people views section of this review, neither should it be assumed that young people can freely travel to provision in other locations.

Distortions within map 2

City Ward contained 4 high volume projects that are likely to have a substantial amount of their contact with young people in locations outside of the ward. In addition to this there are likely to be a number of smaller projects within city ward for which the same applies. This will create an over representation of the level of provision taking place in this ward.

Tong, Manningham and Toller each contained a different high volume project that was likely to have a substantial amount of its delivery taking place in other wards. The projects had contact with between 1000 and 1600 young people each, so may create some overrepresentation of the level of provision taking place within these wards .

Bowling and Barkerend and Keighley Centre each contained a different high volume project that was likely to have a substantial amount of its contact with young people in other locations. This will create an overrepresentation contact in these wards of around 5000 in each ward. These were projects serving a substantially wider area who gave "head office address" however this may be clustered towards young people in these wards and surrounding areas rather than equitably distributed across the city. This will give an sizable over representation of the level of provision taking place, and will represent a major portion of the contact numbers assigned to these wards.

Comparison of distribution of projects and contacts to distribution of need and population

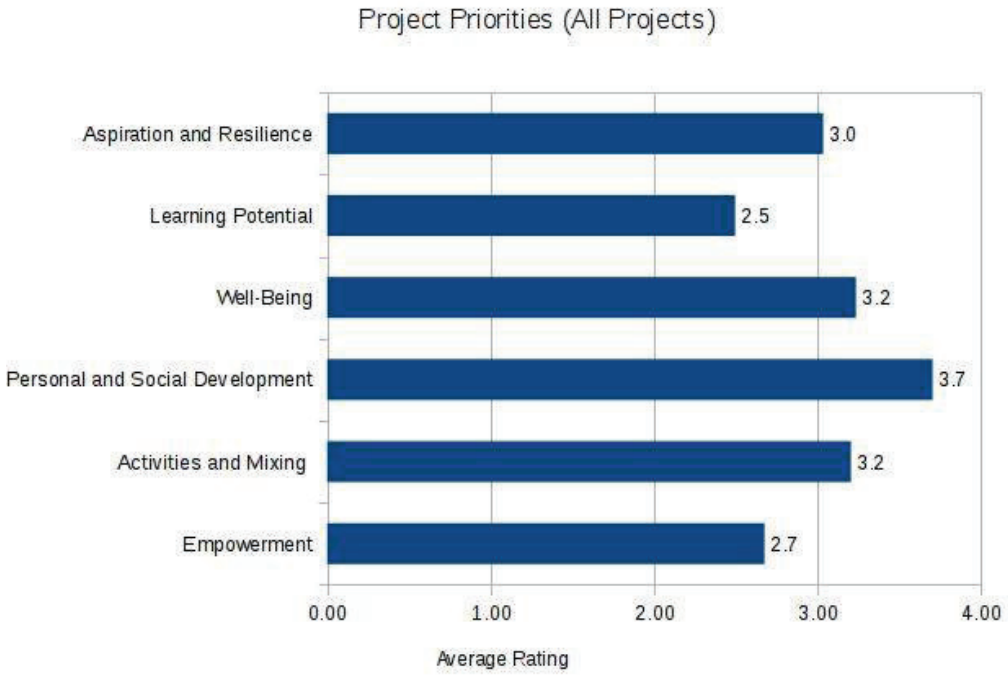
Taking the geographical spread of provision and contact into account with the need and population data in the "Levels of Need" section of this report:

As should be expected projects are generally clustered towards areas of higher population but there are no wards with no contact, or no provision. Public sector provision and provision overall is very well placed with no obvious gaps and the focus of provision correlates well when compared to population density. Public sector delivery locations are clearly planned and coordinated and take into account the need for a spread of provision across the district as well as how and where to concentrate provision based on population and areas of need.

VCFS provision on its own is more notably clustered towards the urban centres than the public sector, and does not have the same level of coordination with regard to providing projects in locations that match areas of population and areas of need. For example whilst the ward of Manningham has 9 VCFS delivery locations, there only 7 in the entire of Bradford South. So whilst the VCFS and the public sector were delivering in a comparable number of delivery locations (PS = 62, VCFS = 59) there were 4 wards with no VCFS projects and only 1 ward with no public sector projects. This is understandable, the VCFS is a series of independent organisations that does not act under the coordination of a single body or strategy like the public sector. However if VCFS projects were to play a more significant role in the youth offer, either by virtue of reduction in public sector projects, or increase in VCFS projects, the lack of match of VCFS delivery locations to need and population as a whole has the potential to create significant gaps.

Types of support provided

Projects who participated in the provision audit were asked to identify the main areas of support their project focused on by placing a series of 5 categories of support derived from the statutory guidance into priority order (n=219). The average rating is shown below 5 represents the highest priority, 0 represents the lowest.



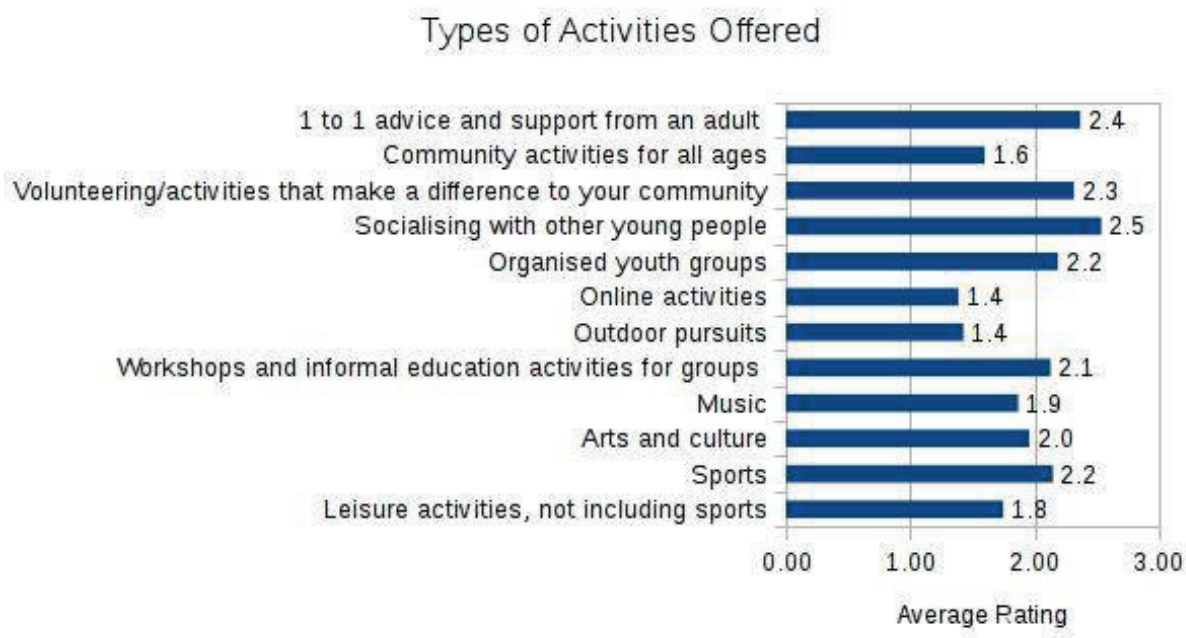
Within this rating , notable patterns of distribution are:

- 50.56% of projects identified that *"Empowerment - Participation, having a voice, contributing to communities, volunteering"* was either their lowest or second lowest priority

- 59% of projects identified that "*Learning Potential - Helping those at risk of dropping out of education or not achieving full learning potential"* was either their lowest or second lowest priority
- 57.98% of projects identified that "*Personal and Social Development - Building capabilities for transition to the adult world, confidence, problem solving, etc"* was either their highest or second highest priority
- 48.63 % of projects identified that *"Activities and Mixing - Safe places to socialise and take part in a wide range of activities"* was either their highest or second highest priority
- There were no significant differences between VCFS and Public Sector projects

Types of activities provided

Projects who participated in the provision audit were asked to identify what sort of activities they offered on a four point scale. 0 represents "we never offer this" and 3 represents "we always offer this".



Some respondents indicated they offered services, other than the categories above, although most were variations on the categories above - exceptions included:

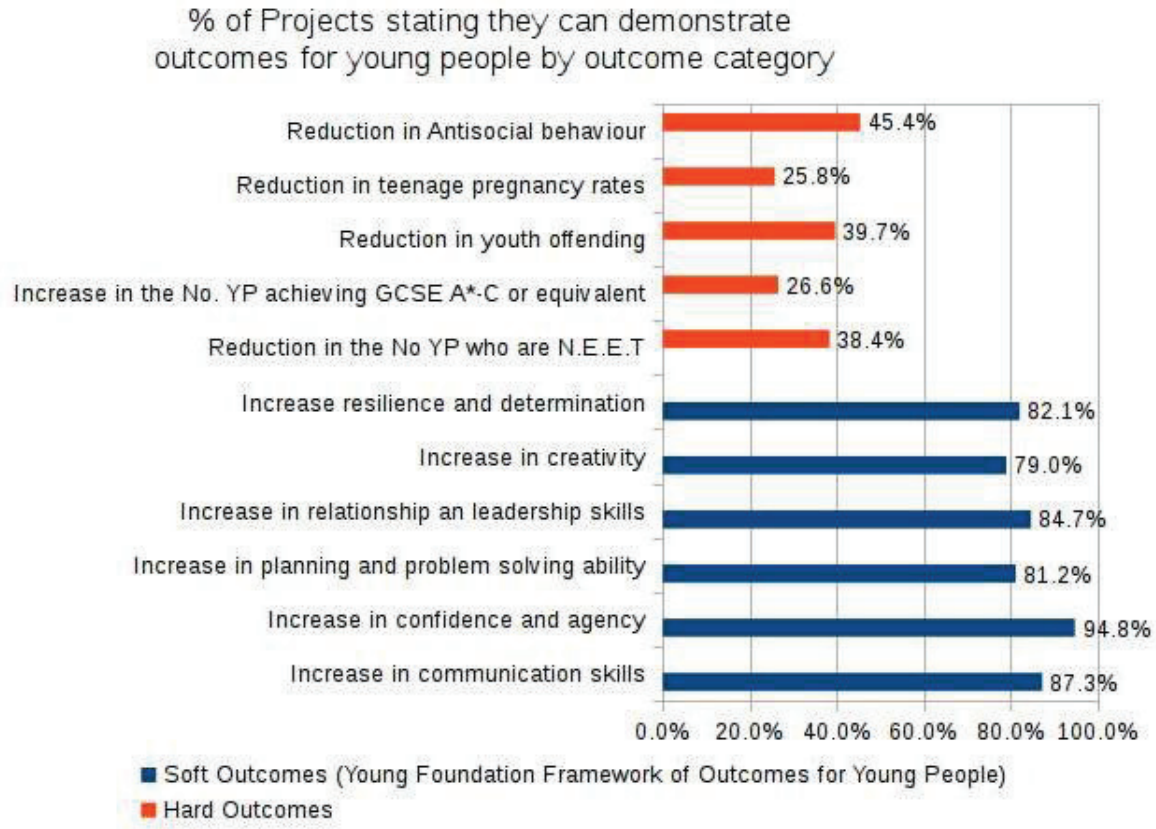
- counselling or family therapy
- formal education/ accreditation programmes such as maths and english or BSL
- reparation/community payback

There were no notable distinctions between the types of activities offered by the VCFS and the public sector, although "not for profit groups other than charities" - generally considered to be small community groups - indicated they have a greater emphasis on "sports" and "leisure activities not including sports" when compared to other categories and other sectors.

Outcomes for young people created by projects

Projects who participated in the provision audit were asked to give details about the outcomes they could **demonstrate** for young people and how they monitored this.

- 95.87% of projects reported that they had a system in place to record and monitor the outcomes they achieve for young people (n=242).
- There was a higher proportion of projects who answered yes to this question in the the public sector (97.28%, n=147) than in the VCFS (91.04%,n=67)
- Projects indicated they were most able to demonstrate soft outcomes rather than hard outcomes based on statistical measures.



Despite the high proportion of projects identifying that they were able to **demonstrate** outcomes for young people, when asked about the systems and processes that were in place to record and monitor this, only 39.4% of all projects (n=256) described systems that could be identified as credible outcomes monitoring systems. I.e. systems that included at least one of the following

- External accreditation
- A structured and systematic process for monitoring the learning and outcomes of individual participants
- Use of statistics and hard data from other sources such as crime figures, or school performance

- Systematic approaches to gaining feedback from young people such as purposeful and planned consultation
- External evaluation

In addition to this 39.4% above, a further 25.0% of all projects reported using the youth service IYSS system and no other approaches. Whilst this system credibly tracks outputs such as number of young people engaged or activities that took place, it is not currently used to systematically analyse and demonstrate outcomes and impact across the service and of individual projects.

The remaining 64.4 % were either self identified as not having processes to demonstrate outcomes, did not give details of their outcomes monitoring mechanisms, or provided details of systems that were seen to be not credible for the following reasons

- Based on recording outputs such as number of participants or records of activities
- Based on feedback gathered from young people who participated in an unsystematic manner or non embedded manner.
- Unclear level of details about what was being recorded (less than 15 responses)

Summary of Findings from Provision Audit

The provision audit is based on information reported by projects through the online survey, with some additional information sourced from public sources about projects who did not participate. As such it will contain inaccuracies created by under or overreporting within projects and inaccuracies within their own information. Precise numbers and figures will always be subject to change, and should be treated as a general indication of trend.

- The number of VCFS youth sector projects which directly deliver services to young people relevant to the youth offer is substantially smaller than is widely believed. 157 projects were concretely identified in the VCFS, whilst some will be unmapped and the number will fluctuate it is unlikely there will be more than 200 in total. Uniformed youth groups have been particularly difficult to identify accurately within this estimate but are included.
- 254 projects were identified in the public sector that are relevant to the youth offer, not including those provided by leisure services
- Projects within the VCFS are offering more hours of provision on average than public sector projects - however this is largely a matter of terminology with regard to what constitutes a project, with public sector services tending to subdivide their provision more
- Without taking into account the role of Bradford leisure services, it is estimated that the VCFS has contact with 80% -100% of the number of young people the Public Sector has contact with. However, this estimation is subject to a number of variables and inaccuracies. Taking into account the role of Bradford leisure services, the public sector will have contact with substantially more young people than the VCFS
- Projects estimate that access frequency is high with more than half of young people accessing provision between 1 and 4 times per week.
- Projects estimate the proportion of vulnerable groups accessing youth projects is over 50%
- Universal/open youth work provision is the most common type of provision on offer followed by targeted youth work. However, there is a lack of distinction and understanding regarding targeted and open access work. The review team estimates around ¼ of projects may truly be targeted projects (both youth work and non youth work). Many projects identifying themselves as targeted were open access projects seeking to work inclusively.
- Trends within all projects *who identify themselves* as targeting specific groups indicate there is the least emphasis on including the following groups
    - Young people with disabilities
    - Young parents
    - LGBT young people
    - young people who are homeless/gone missing or who have run away
    - Young people with mental health issues

    - young people with chronic and long term illness
- Providing support for personal and social development are seen as the highest ranking priority by projects. Support for learning potential and empowerment are seen as the lowest
- Although over 95% of projects responding to the provision audit stated they are able to demonstrate outcomes for young people just under 40% of projects were able to describe credible outcomes monitoring systems. A further 25% reported using the youth service IYSS system, which does not appear to function as an effective outcomes monitoring system
- Outcomes that projects stated they were able to demonstrate were focused on soft outcomes rather than hard statistical indicators, such as NEET rates, GCSE attainment etc.
- Public sector projects were more likely to report that they were targeting particular groups of young people and that they had outcomes monitoring systems in place.
- Projects and contact with young people is well placed geographically when compared to population and need, and particularly well co-ordinated within the public sector. Whilst the VCFS and public sector are delivering in a similar number of locations, VCFS projects alone would not provide a coordinated spread of provision across the district that takes into account spread of need and population and VCFS projects are notably unevenly spread in a manner which does not link to need and population overall.
- An analysis of the capacity of the VCFS to play a greater role in the youth offer is found in the stakeholder consultation section.
- A relatively small amount of projects (33) deliver within a school setting, with the majority of these being focused on Duke of Edinburgh Awards

Voices and Views of Young People

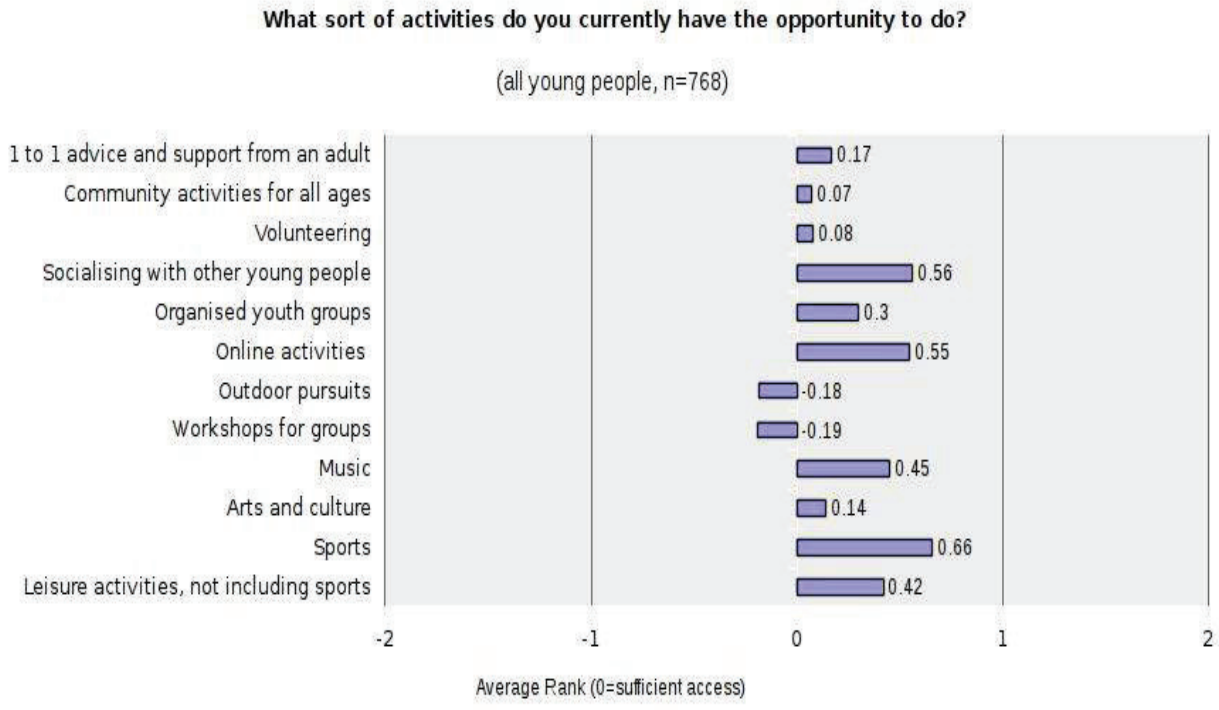
Voices and Views of Young People

Through the young people's survey young people were asked what sort of support and activities were important to them as well as the sort of support and activities they currently believe they have sufficient access to. Categories of support can be cross referenced to statutory guidance categories using breakdown within the "Typology and Categorisation" section. The definition of sufficiency is discussed elsewhere in this report, the young people's questionnaire illustrates young people's perceptions of what constitutes sufficient, which is only one measure.

Combined views of all young people

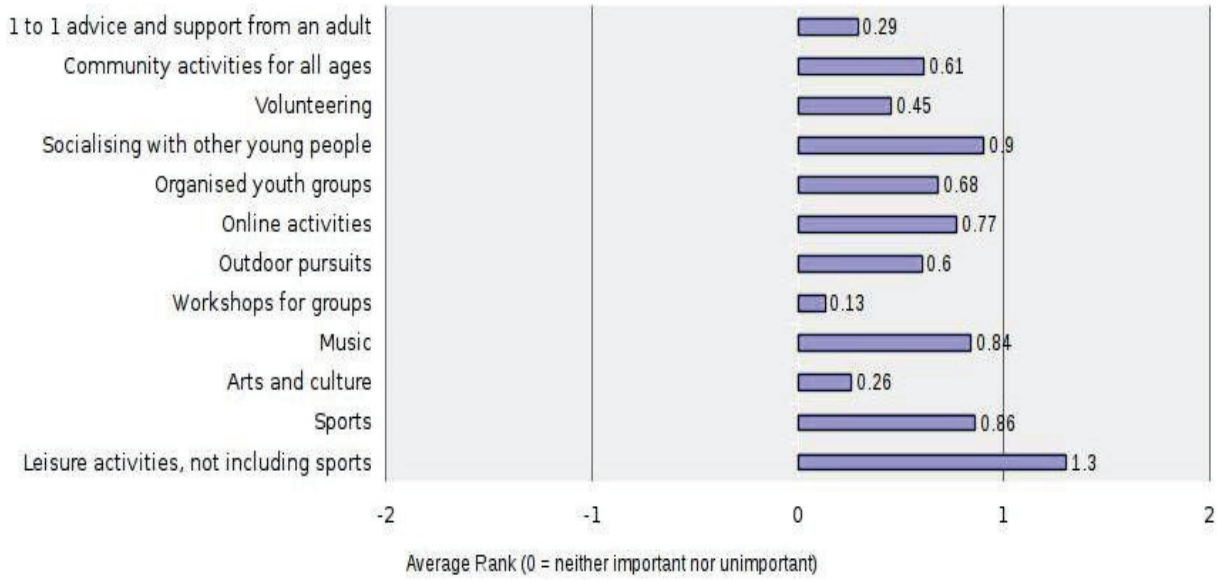
Views on access to activities and support from young people

Young people who participated in the survey were asked to identify which types of activity and support they felt that had sufficient access to on a five point scale. 0 indicates "I have just the right amount of opportunity to do this" +2 indicates, "I have more than enough opportunity to do this", and -2 indicates "I don't have enough opportunity to do this". On a second question they were also asked to identify which types of activity and support were important to them on a five point scale. -2 indicates "not at all important" 0 indicates "neither important nor unimportant", +2 indicates "very important". Results are below:



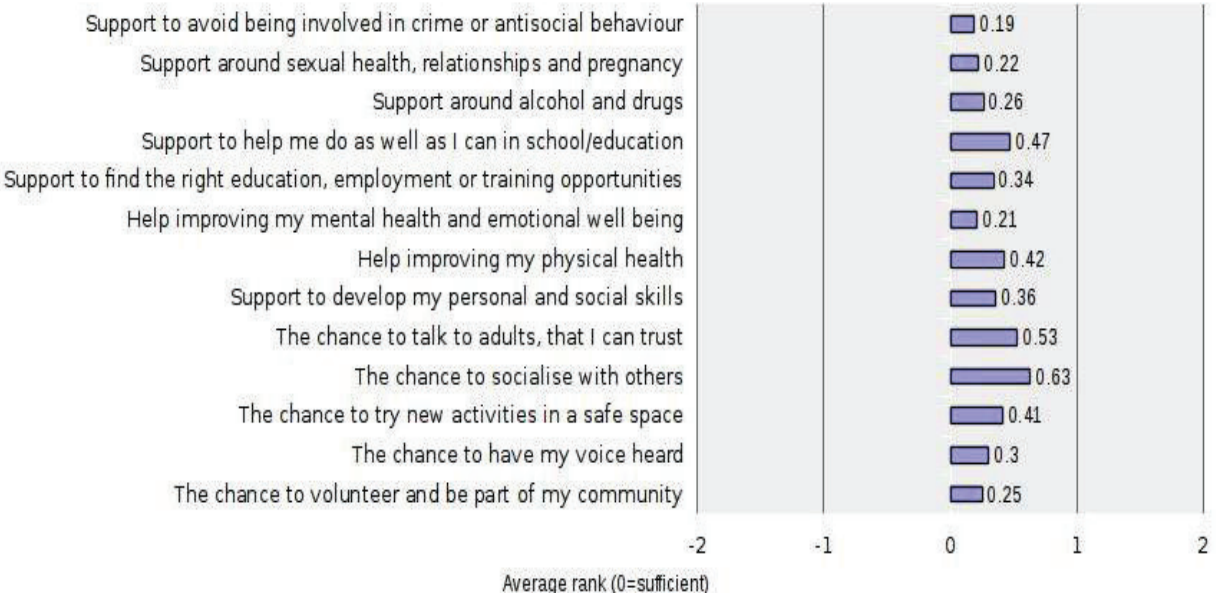
What sort of activities are important to you?

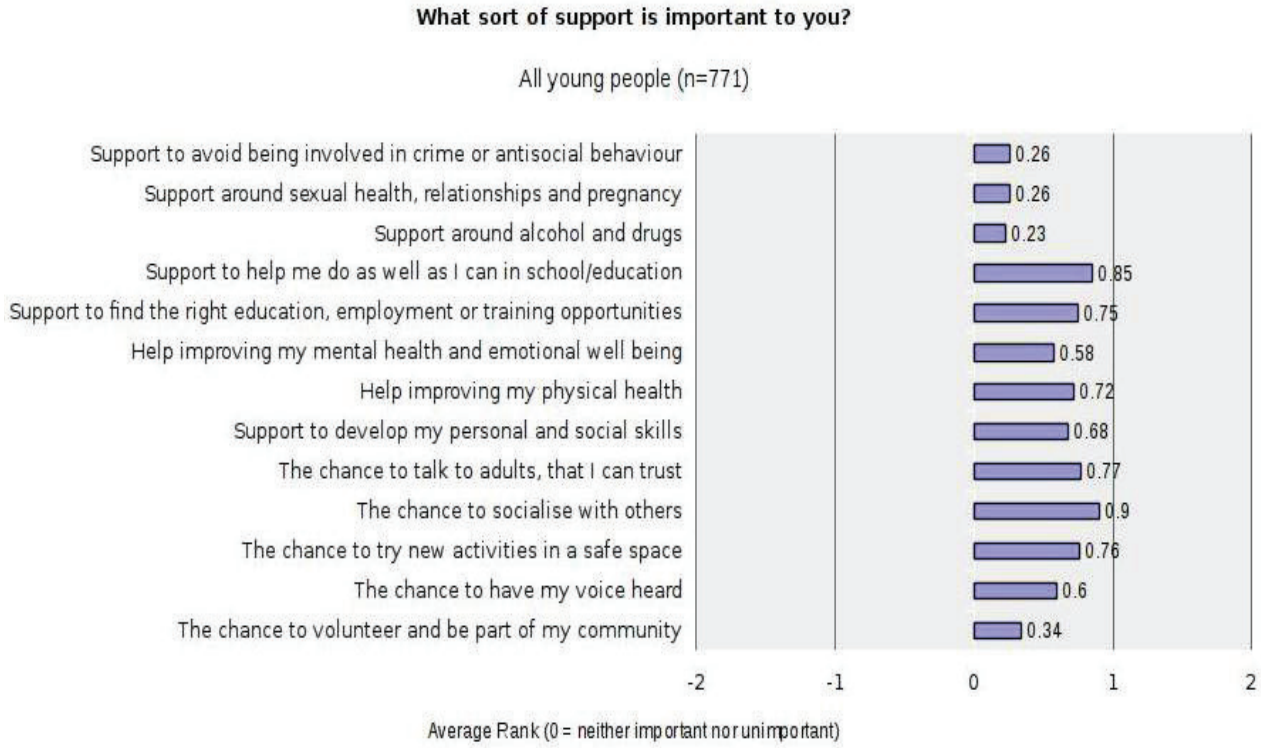
(all young people, n=793)



What sort of support do you have the opportunity to get?

(all young people, n=738)



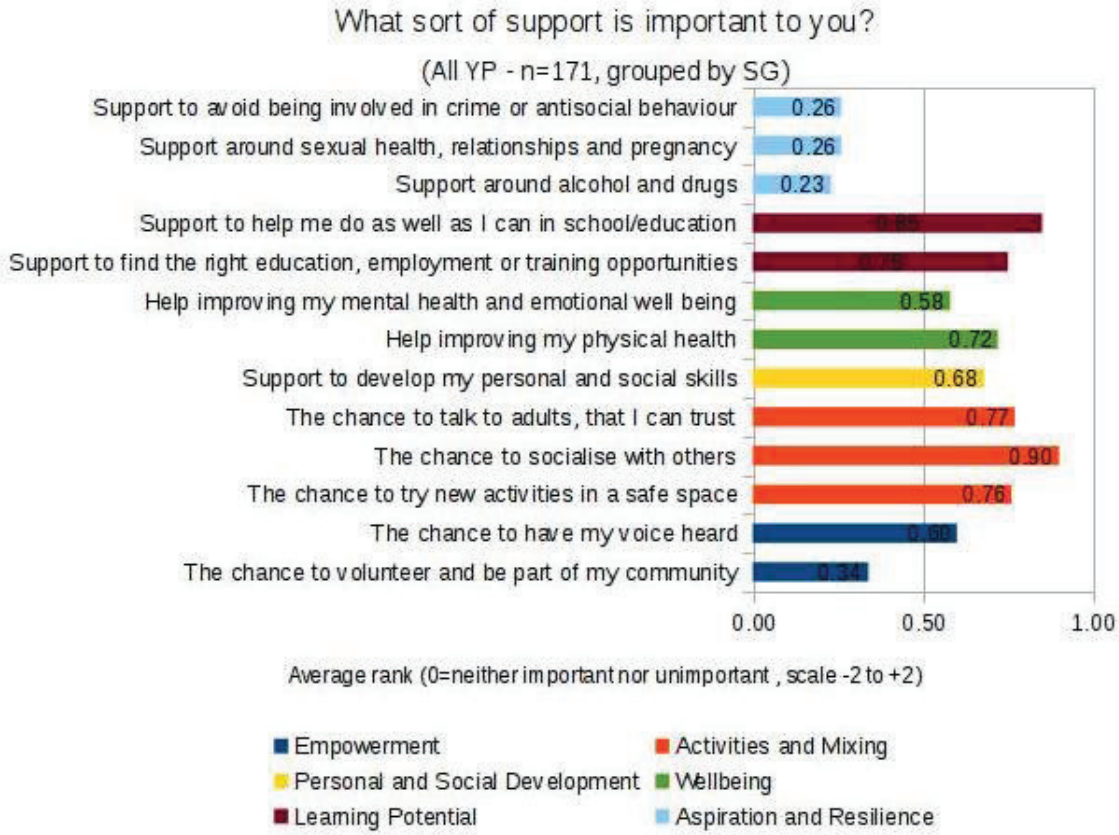


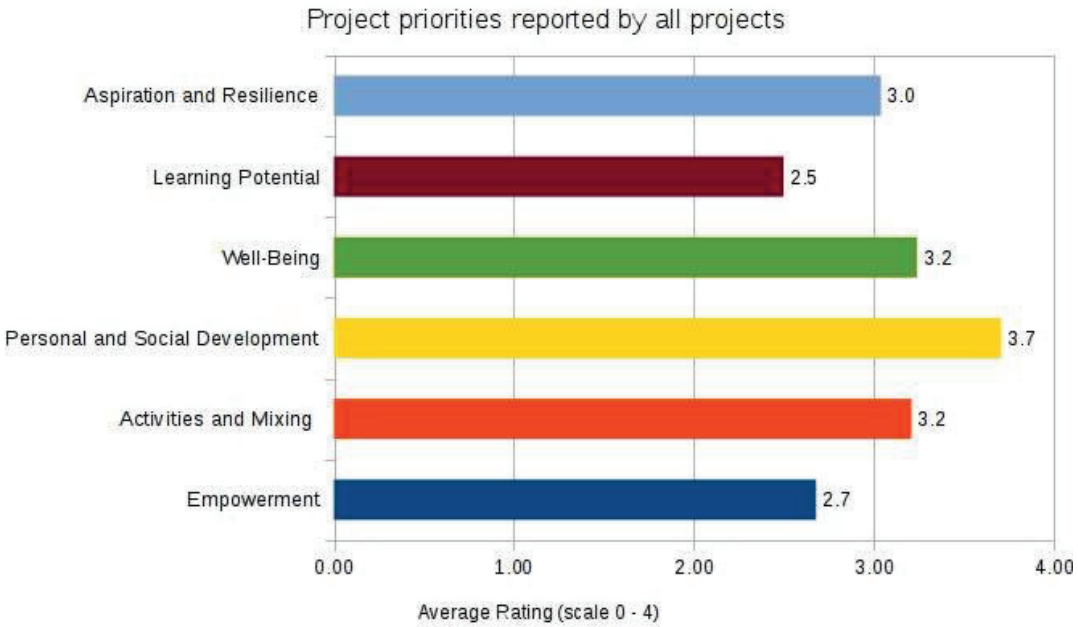
The general trend is for young people to report that they have sufficient access to all activity types. The exception to this is the activity type “workshops for groups” and “outdoor pursuits”, which were only moderately rated negative. “Leisure activities, not including sports” was clearly established as the most important category followed by “socialising with other young people”, “sports” and “music” which were all roughly comparable in importance

Similarly with the more important categories of support the general trend is for young people to identify that they have more than enough support in every area. Notably however support that fits into the “Aspiration and Resilience” and “Empowerment” statutory guidance categories as well as support for “mental health and wellbeing” were markedly less served, though all still considered sufficiently served. The most important statutory guidance categories of support to young people were “Activities and mixing”, “learning potential” with “Wellbeing” and “Personal and social development” close behind. “Aspiration and Resilience”” support was seen as notably less important - however it should be noted that support within this category may often be given to a young person on a non voluntary basis and by its nature may be less liked or desired by the recipients.

A contrast emerges when young people’s priorities for support are contrasted to the priorities of the projects identified on the provision audit. The graphs below, grouped into statutory guidance categories using colour show the under emphasis of support around “Learning Potential” of the projects when compared to its importance to young people.

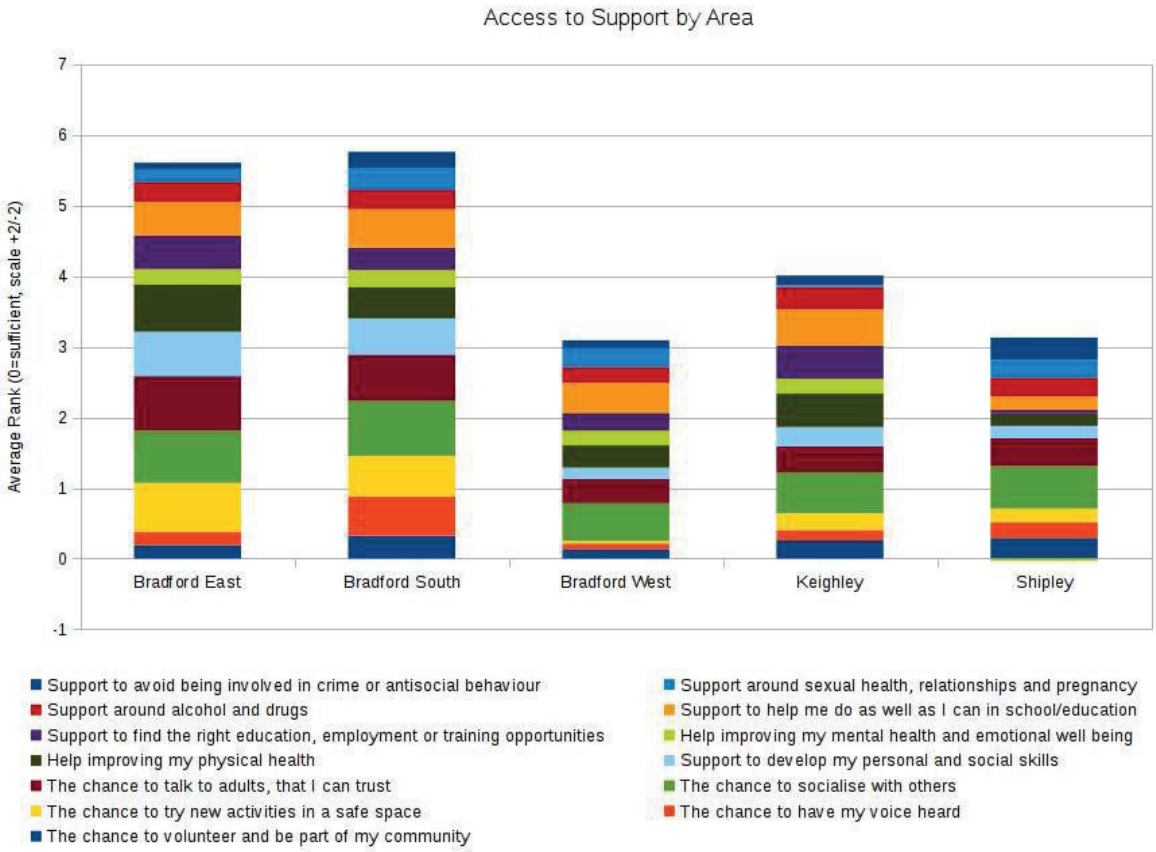
Equally there is an over emphasis on “Personal and social development” by the projects when compared to its importance to young people. “Aspiration and resilience” is also marked different in importance however, as discussed above, the nature of this category means this may be appropriate.

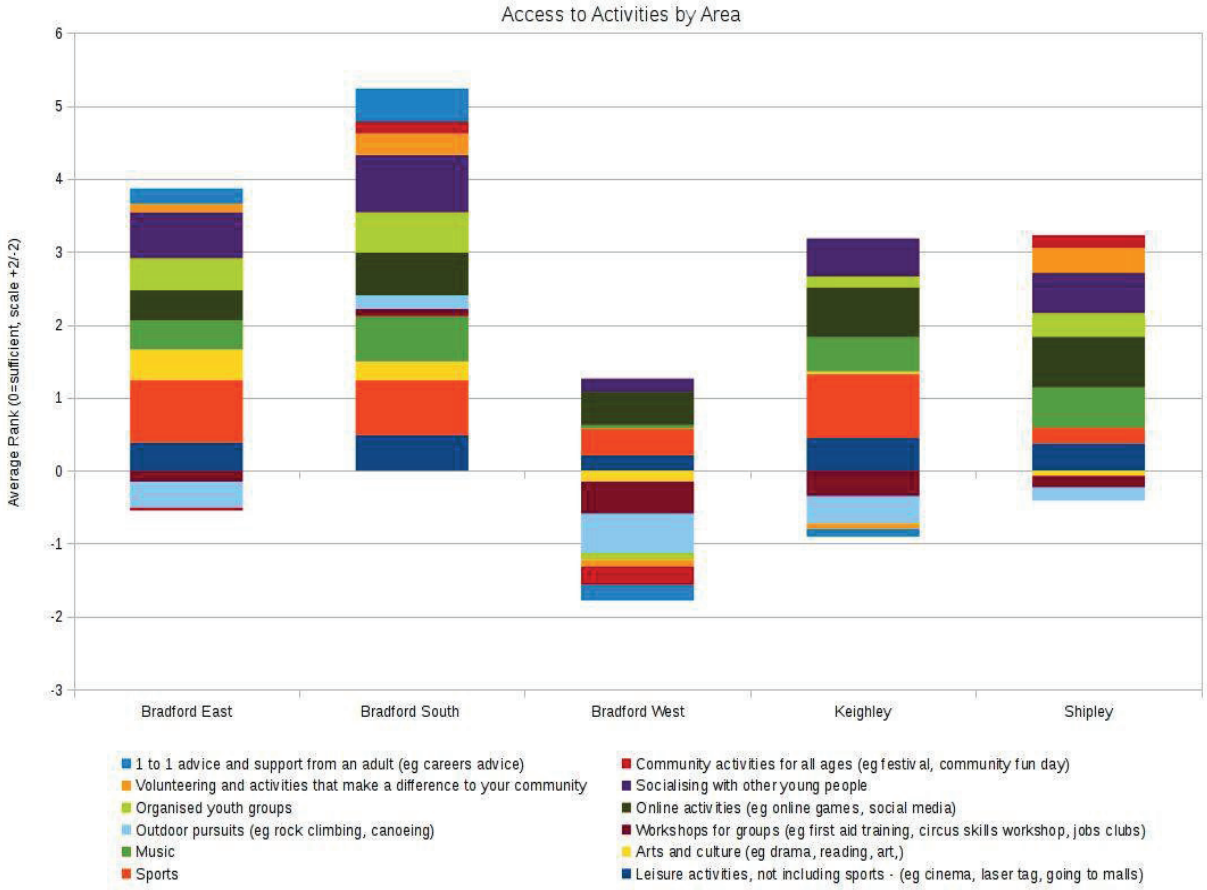




Young people's views compared by area

When young people's views about access to support and activities are compared based on the area they live in, distinct patterns can be seen, shown in the graphs below:





Notably young people in all areas indicate they have sufficient access to support in line with the overall trend. Access to activities is more variable, however with the exception of Bradford West, the main types of activity deficit are generally still in line with overall trends.

Access to both activities and support is notably less in the rural areas of Keighley and Shipley when compared to Bradford South and Bradford East. This is likely to be reflective of the more rural composition of these wards, and the corresponding lower density of youth projects that accompany this rurality. Importantly the young people in these areas still report that they have sufficient access to support in all areas, and the main deficits in activity correspond to the overall trend - to a certain extent the nature of rural wards means that access to activities and support is always likely to be lower than city areas, and as long as sufficiently served is not cause for concern.

Recognising the city/rural distinction it would be expected that Bradford West should be comparable to Bradford East and Bradford South. However as the graphs indicate young people in West believe they have less access to support and activities than their East and

South counterparts, and identify a number of areas of deficit activity types that are not reflective of the overall trend. Given that the analysis of geographic spread of provision indicates no gaps in project distribution or contact with young people in West, this perception of lack of access is not thought to link to a lack of provision in West. However it is possible that whilst provision is of sufficient volume, it may be of insufficient quality, or gives a poorer experience to the young people accessing it. West is an area in which the Asian community is concentrated, and the experiences of young people in West are thought to be closely linked to to the experience of Asian young people. This is discussed further in the analysis of young people's experiences by ethnicity below.

Young people in Bradford South look to have particularly good access, scoring highest in both activities and support, ranking highest in both, and with no areas of deficit in any category.

Messages from focus groups with young people accessing youth provision

A number of focus groups took place with young people from mixed backgrounds all of whom were regularly accessing youth provision. These highlighted the importance of staff to youth provision, and the ability to build positive relationships with adults who they felt respected them, were not too strict, and that they were able to talk to. They felt there was a need for youth provision to provide support to have their voices heard, and provide access to spaces within which they could socialise with others and try new activities. They noted the desire for provision to provide access to technology such as computers and wifi and that payment to entry would be a barrier. Many were concerned that their youth provision would close and this would leave them with nothing to do

Young people's views about provision setting

Young people were asked to score a series of statements to establish their views on what setting they wanted to access support and activities in. A scale of -2 to +2 was used where 0 = neither agree nor disagree.

Statement		Average rank
1.	I want to go to places that are open to adults as well as young people	0.39
2.	I want to go to places that are just for young people	0.85
3.	I want to go to places that offer a fixed type of activity or support	0.33
4.	I want to go to places that change what activities and support they offer based on who attends	0.89
5.	I want to take part in activities that are open to any young person	0.87
6.	If I need it, I want to be able to take part in activities that are only open to young people in a similar situation to me	0.51

As all statements received a positive average rank this indicates young people are happy to access provision in a wide variety of settings. The higher scoring of statements 2, 4 and 5 indicates that open access, generic youth provision would be preferable over mixed community services, targeted services, or fixed purpose services.

Young people's views on youth offer priorities

Through the survey young people were asked a series of questions about how resources should be prioritised within the youth offer.

Outcomes vs footfall

- Youth projects should be used by lot of young people 42.3%
- Youth projects should make a difference to young people's lives 35.0%
- I don't agree with either/ I think it should be balanced 42.3%

Preventative services vs responsive services

- We should mainly try and prevent young people having problems 26.3%
- We should mainly try and help young people who already have problems 22.9%
- I don't agree with either / I think it should be balanced 50.8%

Population vs needs based prioritisation

- The parts of Bradford with the most young people should have more activities 22.0%
- The parts of Bradford where young people need the most help should have more activities 24.6%
- I don't agree with either / I think it should be balanced 53.4%

Making mainstream provision inclusive to young people with disabilities vs providing dedicated provision for young people with disabilities

- Young people with disabilities should have the opportunity to attend any youth project they want to go to - All YP = 32.7% , YP with disabilities = 31.0%
- Young people with disabilities should have specialist youth projects that are designed specifically for them All YP = 19.2%, YP with disabilities = 17%
- I don't agree with either/ I think it should be balanced - All YP = 48.2%, , YP with disabilities = 52%

With the most common answer to all categories being "I don't agree with either / I think it should be balanced", these results indicate that if the youth offer prioritises its resources significantly by any of the tensions listed is likely to prove unpopular with young people. There is however some preference towards making mainstream youth provision accessible to young people with disabilities, and making provision outcome focused.

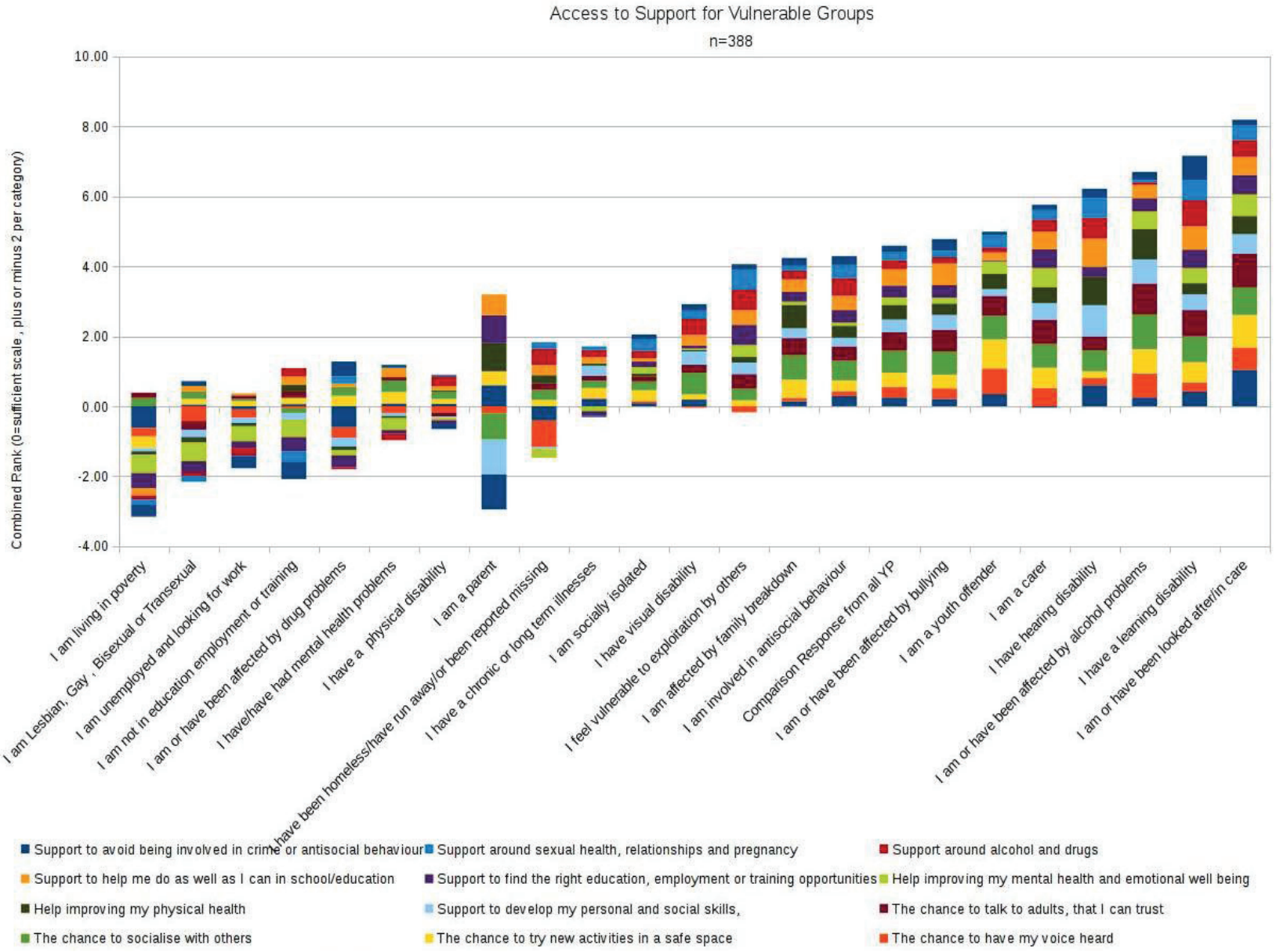
Voices and views of young people from vulnerable groups

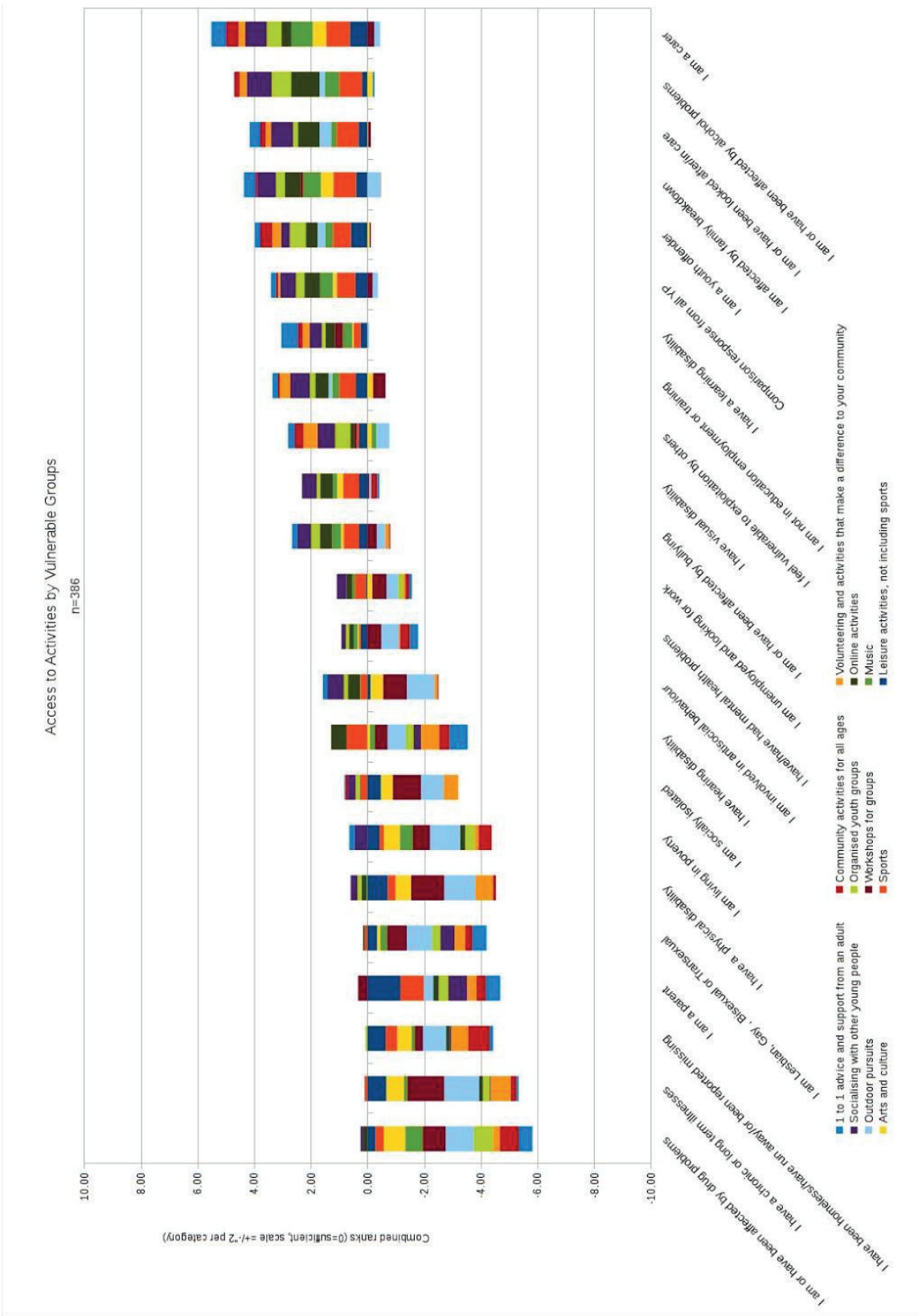
Views on access to support and activities from vulnerable groups

The young people's steering group created categories of vulnerable and excluded groups, which young people who participated in the survey were asked to self identify as. Most of these categories are commonly recognised social groups. However because participants were asked to self identify three categories should be regarded with caution.

- " I am living in poverty" - this group represents a subjective of wealth, not a statistical measure of poverty.
- "I feel vulnerable to exploitation by others" - this is a broad description and should not be correlated with CSE.
- "I am socially isolated" - this is an unusual grouping created by the steering group, so hard to correlate with other data.

The survey questions regarding access to support and activities were analysed for individual groups, the trends are shown in the graphs below.


Access to Support for Vulnerable Groups
n=388
Combined Rank (0=sufficient scale , plus or minus 2 per category)
10.00
8.00
6.00
4.00
2.00
0.00
-2.00
-4.00
I am living in poverty
I am Lesbian, Gay , Bisexual or Transexual
I am unemployed and looking for work
I am not in education employment or training
I am or have been affected by drug problems
I have/have had mental health problems
I have a physical disability
I am a parent
I have been homeless/have run away/or been reported missing
I have a chronic or long term illnesses
I am socially isolated
I have visual disability
I feel vulnerable to exploitation by others
I am affected by family breakdown
I am involved in antisocial behaviour
Comparison Response from all YP
I am or have been affected by bullying
I am a youth offender
I am a carer
I have hearing disability
I am or have been affected by alcohol problems
I have a learning disability
I am or have been looked after/in care
Support to avoid being involved in crime or antisocial behaviour
Support around sexual health, relationships and pregnancy
Support around alcohol and drugs
Support to help me do as well as I can in school/education
Support to find the right education, employment or training opportunities
Help improving my mental health and emotional well being
Help improving my physical health
Support to develop my personal and social skills,
The chance to talk to adults, that I can trust
The chance to socialise with others
The chance to try new activities in a safe space
The chance to have my voice heard


Access to Activities by Vulnerable Groups
n=386
Combined ranks (0=sufficient, scale +/-"2 per category)
10.00
8.00
6.00
4.00
2.00
0.00
-2.00
-4.00
-6.00
-8.00
-10.00
I am or have been affected by drug problems
I have a chronic or long term illnesses
I am a parent
I have a physical disability
I am lesbian, Gay , Bisexual or Transexual
I am living in poverty
I am socially isolated
I have learning disability
I am involved in antisocial behaviour
I have/have had mental health problems
I am unemployed and looking for work
I am or have been affected by bullying
I have visual disability
I feel vulnerable to exploitation by others
I am not in education employment or training
I have a learning disability
Comparison response from all YP
I am a youth offender
I am affected by family breakdown
I am or have been looked after/in care
I am or have been affected by alcohol problems
I am a carer
1 to 1 advice and support from an adult
Socialising with other young people
Outdoor pursuits
Arts and culture
Community activities for all ages
Organised youth groups
Workshops for groups
Sports
Volunteering and activities that make a difference to your community
Online activities
Music
Leisure activities, not including sports
I have been homeless/have run away/or been reported missing

17 vulnerable groups indicated they had less access to activities than the the overall trend, though only 12 of which reported that their access to activities was generally insufficient, which were

- Young people who have been affected by drug problems
- Young people with chronic or long term illness
- Young people who have been homeless/have run away/been reported missing
- LGBT young people
- Young people with physical disabilities
- Young people living in poverty (cautionary grouping)
- Young people who are socially isolated (cautionary grouping)
- Young people with hearing disabilities
- Young people involved in antisocial behaviour
- Young people who have / have had mental health problems
- Young people who are unemployed and looking for work (partially negative)

15 vulnerable groups indicated they had less access to support than the overall trend, though only 9 of these reported that their access to support had a substantial level of insufficiency which were

- Young people living in poverty (cautionary grouping)
- LGBT young people
- Young people who are unemployed and looking for work
- Young people who are NEET
- Young people who have drugs problems
- Young people with physical disabilities
- Young parents
- Young people who have been homeless/runaway/been reported missing

The young people's steering group highlighted a number of groups in particular who reported that they had insufficient access to *both* activities and support, these were:

- Young people affected by drug problems
- Young people who have been homeless/runaway or reported missing
- Young parents
- LGBT young people
- Young people with physical disabilities
- Young people living in poverty (cautionary grouping)
- Young people who have /have had mental health problems
- Young people who are unemployed and looking for work

These grouping have some correlations with the groups that projects reported they were least likely to target/include as part of the provision audit - reproduced here for comparison.

Target group	% of all projects "targeting"
Young people with mental health problems	22.3%
Young people with learning disabilities	21.1%
Young people who are homeless/have run away/gone missing	18.0%
Young parents	16.8%
Young people with visual disabilities	15.2%
Young people with hearing disabilities	15.2%
Young people with physical disabilities	14.8%
Young people who are LGBT or Q	14.5%
Young people with chronic or long term illnesses	12.9%

Messages from focus groups with specific vulnerable groups

A number of focus groups took place with young people from specific vulnerable groups - shown below:

Young people who have been involved in child sexual exploitation

This group highlighted the importance of youth provision providing an opportunity to be listened to and the importance of being able to build up relationships with adults you can trust. They stressed emphasis on the need for youth provision to provide support that is confidential, and builds their confidence and trust. They also felt there was a role for youth provision to raise awareness of child sexual exploitation, and indicated that projects should also be accessible to mothers.

Young people who have been/are homeless

This group stressed the emphasis of youth provision that provided **immediate** support, for example by providing personal care provide, emergency crisis loans or access to food and shelter. Beyond this they also talked of the need to access opportunities which provided the ability to build social networks and links with others. This was of significantly greater importance than a general request for access to positive activities - for this group of young people a social activity helped them build relationships with peers where otherwise they may have almost non. Barriers to accessing youth provision included them not feeling comfortable to ask for help from staff, or not being aware of the support on offer.

Young people with disabilities

This group highlighted the limited ability they had to access even basic leisure opportunities. Barriers to accessing youth provision included: lack of accessible transport, concerns that staff would not understand or meet their needs (particularly in relation to social care), fear of being bullied by others and not fitting in or belonging. They wanted to participate in provision where they felt listened to, that provided them with access to new activities, met their personal care needs and was able to provide advice and support around health (inc sexual health), transitions and other areas. A variety of additional consultation conducted by Barnardos Peer Education group prior to this review also gave excellent further insight into the experiences of young people accessing youth projects and other activities

Young people who are NEET, or looking for support around employment

3 focus groups took place with young people in these groups and they all had common themes. The importance of accessing support from an adult you can trust was emphasised, and understandably they wanted support to access employment and training. They highlighted the poor quality of some of the training courses available as well as past issues with confidentiality being broken or unclear. They highlighted issues with support available not being age appropriate, for example many felt that once you are over 16/17 youth club style provision was not suitable for their needs and that much of the specific support around accessing education/employment stopped at 19 and needed to be extended to 25. The issue of support available not being properly advertised or promoted was strongly emphasises. Many were unclear what was available to them and felt confused by the choices they were aware of, as well as being unsure of which adults they could approach for support. The poor quality of support in the Job Centres was raised and some young people were concerned that they were often only able to access support that was for “naughty children” that did not meet their needs. Financial management was an area of support that they felt was needed and travel and safety concerns were issues that created barriers to accessing provision.

There are no strong common links between groups that can be said to create specific patterns of exclusion across vulnerable groups. However the barriers that are identified in all focus groups become more pronounced for young people in vulnerable situations. These are

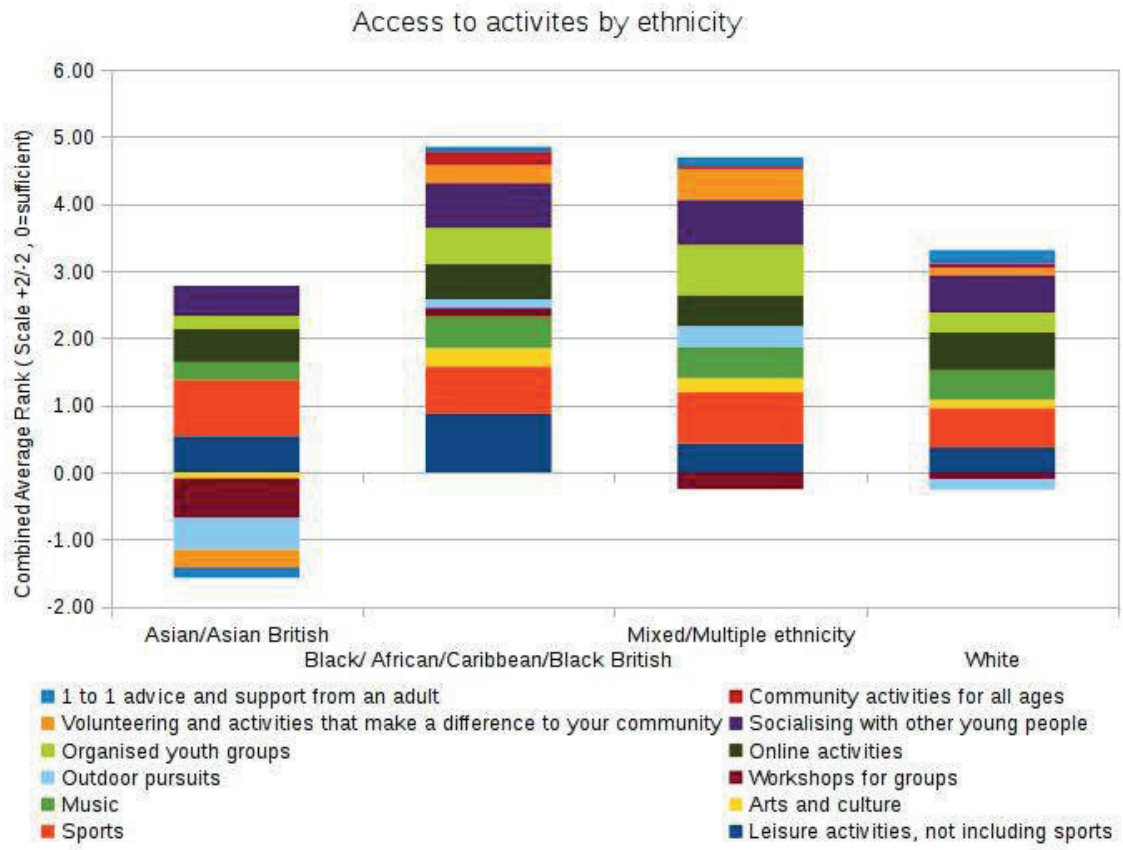
- Cost
- Access to travel
- Safety concerns/fear of bullying or not fitting in

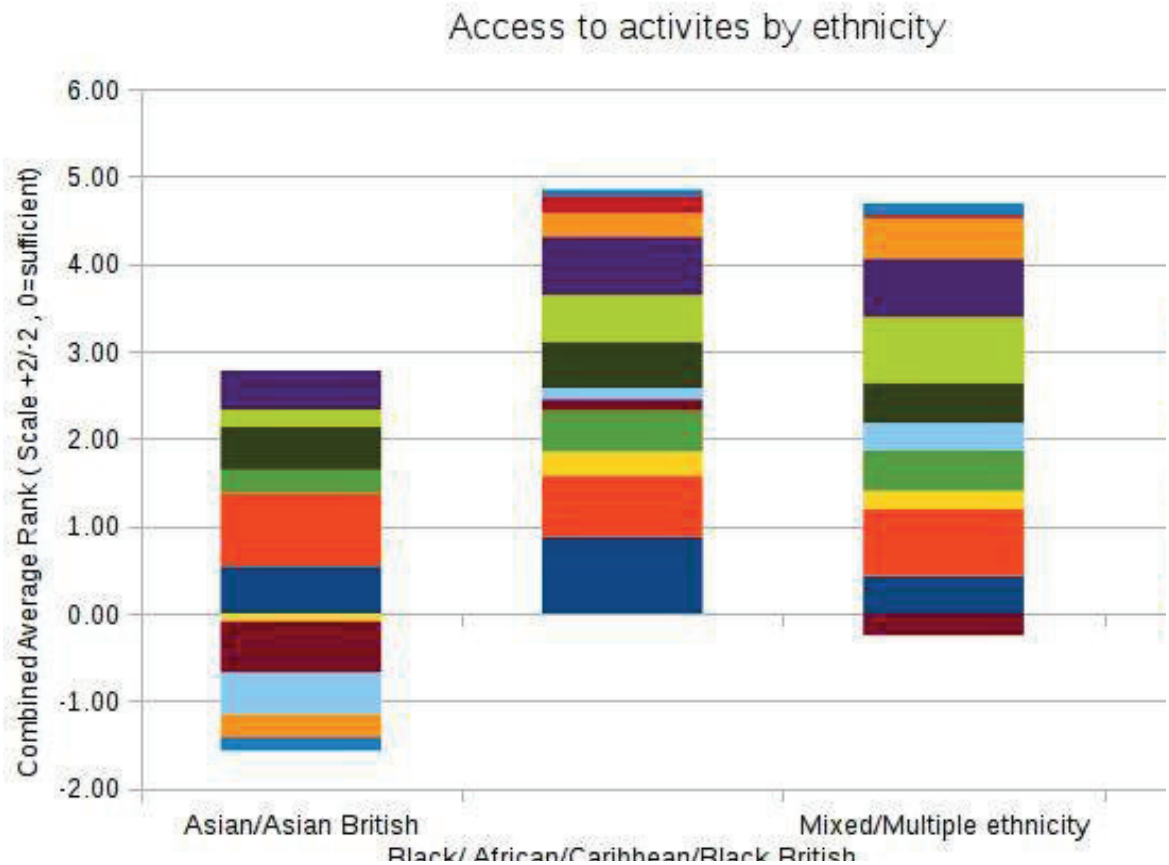
The ability to build a positive relationship with staff was also seen as a crucial enabler to accessing provision, and fears they may not be able to do so was a limiting factor

Voices and views of young people from different ethnic groups

Survey responses on access to support and activities from major ethnic groups

Views on access to support and activities from young people were analysed by major ethnic group. Ratings are based on a -2 to +2 scale where 0 = sufficient) It should be noted that the sample size for Black/African/Caribbean/Black British (n=17) is small, meaning the data is likely to be less reliable than the other groups.





Focus Groups with young people from BME backgrounds

As well as the survey data, a number of focus groups took place with specific BME groups

Young women of Pakistani heritage

This group placed greater emphasis on the need for youth provision to provide intensive support and particularly around the areas of resilience and aspiration and developing their learning potential, for example they wanted to be able to access confidential support around health, drugs and alcohol and careers advice. There was very little emphasis placed on the need for youth provision to provide social opportunities and access to new activities or empowerment and volunteering. They highlighted the need for provision not to be mixed gender to meet their cultural needs, and for the need for provision to provide access to technology such as wifi and computers.

Young men of Pakistani British heritage and young men of South Asian heritage (2 groups)

Young men within these focus groups identified issues of territorialism and violence. They talked about fighting and fear of violence creating barriers to access to youth projects, and concerns that they would be exposed to racism from White and Eastern European

communities if they were to access youth provisions that was outside of their own area. They wanted youth projects within which they would not be exposed to racism and that welcomed all cultures as well as providing the opportunity to learn about them. They wanted youth projects that had supportive staff that could deal with these issues and within which they could have their voices heard. One of the two groups also highlighted that paying to enter the project would create a barrier.

Central and Eastern European heritage young people (Slovak, Polish, Romanian, Czech, Bulgarian)

This group identified that fighting and violence created a barrier to accessing youth provision, and that travelling to a project that was not within their own area would also create barriers. They wanted provision that provided general access to social and recreational activities and also identified payment to entry as an additional barrier.

Roma young men

Fighting and risk of violence was identified as a barrier to accessing youth provision - more so than the other groups who cited this Roma young people identified that safety fears would prevent them from accessing provision after dark. They wanted provision that would provide general access to social and leisure activities in a safe space, free from violence. Payment for entry and staff that were not respectful were seen as further potential barriers.

Understanding the experiences of different ethnic groups

The survey responses indicates that, whilst there are differences between groups, all indicated they generally have sufficient access to support, in line with the overall trend. The exception to this is access to Black young people who indicated they are fractionally underserved in the areas of “support to find the right education, employment or training opportunities” (average rank =-0.08) and “support around alcohol and drugs” (average rank = -0.08).

The relative lack of access to activities, by Asian/Asian British young people is the most notable trend within the survey. The review team explored a number of hypotheses in relation to this below.

Hypothesis 1 : Insufficient volume of provision in areas where the Asian communities are concentrated

The provision audit indicates this is not likely to be the case

Hypothesis 2 Provision in areas where the Asian community is concentrated is not culturally sensitive to the needs of young Asian people

A number of projects identified within the provision audit (such as partnership arrangements around the Bangladeshi Youth Organisation) demonstrated a particularly nuanced and sensitive approach to developing culturally appropriate provision, and this was common in many discussions with stakeholders, so this is not thought to be the case

Hypothesis 3: Provision in the areas where the Asian Community is concentrated is of sufficient volume but insufficient quality

There is no data for the review team to independently comment on quality, however as Asian young people report one of the highest levels with regard to access to support, this is unlikely to be the case. It may be that multiple projects accessible to or targeting specific ethnic groups contribute to Hypothesis 4

Hypothesis 4: Community cohesion and safety issues create the perception and/or reality that young people cannot access provision which is outside of/not perceived to be for their own community.

This is strongly backed up by the focus groups, and appears to also affect young people from Central and Eastern European and Roma backgrounds.

In conclusion, community cohesion and safety issues appear to be a notable factor that affects the experiences and access to activities of Asian, Central and Eastern European and Roma groups of young people. Understandably these issues are likely to concentrate in West, and potentially nearby wards in Bradford South where, owing to living locations these groups are most likely to come into contact with each other and to access provision

Voices and views of young people by gender group

Differences in access to support and activities were analysed between males and females. There was no strong difference in all cases. Responses from transgender young people were too low (n=3) to establish a reliable trend.

Voices and views of young people who never access provision

Young people were asked to identify how often they accessed provision in support and activities outside of school or college. Analysis of the group who responded “never” to this question gives a good indication of experiences of young people who are not regularly engaged in youth provision (n=95)

Using the as scale of -2/+2 where 0= neither like nor dislike on average, unlike the overall trend which indicated young people liked all forms of activity, young people who never access provision indicated that they do not like to take part in:

- workshops for groups (-0.42)
- 1 to 1 advice and support (-0.13)
- organised youth groups (-0.23)

In all categories of activity young people who never access provision indicated they wanted to take part in that activity notably less than the overall trend.

With the exception of the categories below, young people who never access provision indicated all forms of support are less important to them than the overall trend

- Help improving my physical health
- Help improving my mental health
- Support to help me do as well as I can in school/education

On average young people who never access provision wanted to go to places that are open to both adults and young people slightly more than their peers do (0.52 compared with 0.39)

Focus group with young people who do not access youth provision

This consultation took place in a school rather than with a group of young people who were already accessing specific youth provision. Only 2 of the 12 young people participating had accessed youth provision regularly. Compared to focus groups held within youth provision, there was greater emphasis on the desire for youth provision that provided support and development opportunities (particularly around learning development and resilience and aspiration) , rather than social opportunities and the ability to experience new activities. They identified that barriers to accessing youth provision were fear of drugs, bullies and safety concerns and not wanting to travel to provision that was not local, or to pay for entry. They identified the need for youth provision to provide access to modern technology such as wifi and computers. The role of supportive staff was seen as an enabler to accessing provision

Taking the focus group and survey results into account, young people who do not access provision do so because they are largely less interested in taking part in some of the key methods of activity traditionally used by youth provision, but also feel that such support is of less importance to them than the overall trend. Specific barriers and enablers are largely comparable to other groups however safety concerns are more pronounced.

Young people's steering group recommendations

The steering group developed a set of recommendations based on the findings from the young people's consultation and provision audit. This was developed as a group discussion, with the text below drafted by the review team to reflect the discussion.

- The youth offer should focus on providing support and activities that make a difference to young people's lives and not simply providing access to leisure activities. However it should be recognised that provision of access to leisure activities can make a difference to young people's lives. Where projects do focus on providing access to activities, a clear rationale and idea of the difference this access will create to the young people who use it and the community as a whole should be in place, and the difference that the project makes should be monitored for effectiveness and clearly demonstrable. In most cases the provision of access to activities will be met by public and private leisure services.
- The youth offer should focus more on providing support for young people to develop their learning potential than current provision does. It will have a particular role to play in the area of early intervention, for example by supporting young people at risk of dropping out from school. A co-ordinated approach between agencies will be needed for this
- The steering group is in favour of a greater focus on the vulnerable groups that have been identified as underserved, funded by moving some resources away from general open access provision
- Greater partnerships with schools should be put in place to use these as a method of identifying and recruiting young people from vulnerable groups into youth provision, and better advertisement of services all round
- Provision of local focused projects in specific communities should be used to overcome the barriers to specific BME groups created by safety concerns and the need/desire to stay within your own community. In the long term steps should be taken to promote community cohesion
- There is a need for a well resourced , central youth voice vehicle or mechanism such as a youth council or similar to allow young people to be involved at strategic level in the development of the youth voice offer. Young people should also be involved in the monitoring and evaluation of provision, delivery of training for staff. As well as this be supported to volunteer generally in the running of the youth projects they attend and individual projects should make sure they listen to young people about the the services they offer.
- There should be better signposting and advertisement of provision, particularly around the areas of learning support and directed at young people who are NEET or unemployed.
- If local authority budgets are going down rather than up, the council should minimise the reduction of services in Bradford West.

Summary of Messages from Young People

- Overall young people are satisfied with the activities and support they are receiving and feel they have sufficient access to both.
- The most important areas of support to young people are personal and social development, activities and mixing and learning potential.
- Young people place substantially higher importance on the area of learning development than youth projects across Bradford.
- Young people place least importance on the area of aspiration and resilience and substantially less than projects in the area and adults who completed the stakeholder survey. However the nature of this category means that support in this area is less likely to be desired than other areas, but may still be needed.
- The most important type of activity to young people was “leisure activities not including sports” followed by “sports”, “socialising with other young people” and “music” which were all broadly comparable. Young people believed they did not have enough access to “outdoor pursuits” and “workshops for groups” but this was only slight.
- Young people are happy to access youth provision in a variety of settings with open access youth specific settings being slightly more popular than others.
- Young people do not generally support any form of prioritisation of need when making decisions about service priorities. There is some support for prioritising outcomes over footfall, and making mainstream youth provision accessible to young people with disabilities over providing dedicated provision
- There were no significant differences between the views of males and females with regard to access to support or activities
- Young people in Bradford South believe they have the most access to activities and support when compared to their counterparts
- The following vulnerable groups identified they have insufficient access to activities but do access sufficient support
    - Young people with chronic or long term illness
    - Young people with physical disabilities
    - Young people with hearing disabilities
    - Young people involved in antisocial behaviour
    - Young people who have / have had mental health problems

- A number of vulnerable groups report that they have insufficient access to both activities and support.
    - LGBT young people
    - Young people who are unemployed and looking for work
    - Young people who are NEET
    - Young people who have drugs problems
    - Young people with physical disabilities
    - Young parents
    - Young people who have been homeless/runaway/been reported missing
    - Young people who have been affected by drug problems
- Barriers to accessing provision are, cost of entry, cost of travel, safety concerns relating to the provision, concerns that staff would not understand your needs, or ensuring the environment was safe. These barriers applied to all young people groups but were more strongly pronounced for vulnerable groups. Safety concerns were more strongly pronounced for BME groups some of whom also highlighted not wanting to travel out of your own area/community after dark to access provision because of safety concerns.
- There were also additional barriers in relation to provision not meeting specific needs relating to specific vulnerable group categories (eg lack of personal care for young people with disabilities). Some BME group highlighted the need for culturally specific provision, but this is thought to be well met
- Asian/Asian British young people felt they were less well served with access to activities when compared to their peers. It is thought that community cohesion and safety issues appear to be a notable factor that affects the experiences and access to activities of Asian, Central and Eastern European and Roma groups of young people. Understandably these likely issues are likely to concentrate in Bradford West, which has the highest proportion of Asian heritage residents.
- The importance of staff that young people are able to relate to and build relationships with was seen as a key enabler to accessing provision and overcoming barriers, and poor quality staff was often highlighted as something that could potentially create a barrier to accessing provision.
- Young people who never access provision do not report barriers to accessing provision that are different to their peer that do access provision, however safety concerns are noted more than their peers. Young people who never access provision report a greater preference for accessing provision that is also open to adults than their peers, and less preference to access open youth provision settings than their peers. They also reported that accessing many types of activities and support, is less important to them than it is to their peers.

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Stakeholder Consultation

Stakeholder Consultation

Public sector interviews

Twenty one semi-structured telephone interviews were conducted with key stakeholders across the public sector, as detailed in the appendix**.** In addition to this a focus group with four of the five senior youth work practitioners.

The key themes that were explored included:

- Views on current operation of youth work across the district,
- Key objectives and goals that should shape the new youth offer,
- Potential for joint working across services and more collaborative working,
- Future role within the youth offer for the VCFS,
- First steps in developing a new offer, determining priorities in public finance context.

In the course of these discussions, views, suggestions, and the sheer range of perspectives were diverse and comprehensive. From this a picture not only of the current context, but also of the recent drivers and history was developed.

The major themes that emerged from this dialogue were:

- A wide appreciation of the role of youth work, and its potential to support young people, potentially contributing to all the Councils priorities - to give children a better start, making Bradford prosperous, improving health, and building resilient communities.
- The reality that the financial context for the Council, and the direction of the New Deal for Bradford sets the context for the Council's Youth Service, as across all services.
- The need for youth work to prioritise working with those in most need, and be able to show outcomes that will justify expenditure.
- Support for structural change around youth work to enable it to deliver an offer, and demonstrate value, e.g. new settings, roles, linkages across services and sectors.
- The view of the existing VCFS appears to be that it is diverse, recognising that that some clearly play a strong role, but that that this potential is not uniform. Following this, two subthemes were identified, how to utilise the strength of existing assets (such as large and/or effective youth projects/centres), and how best to develop others for a future role.

- There were many examples of collaboration at strategic and operational level between the Youth Service, other Council services, and others. But much of this appears organic and ad hoc rather than planned, perhaps owing something to the pressures of change in recent years. Some highlighted examples of where partnerships had tried to be built but they had not been successful. It was felt that a more systematic approach to planning collaboration would clearly strengthen a youth offer. For example, Bradford museums and galleries, highlighted the role they felt their service could play in the youth offer, through linking to their existing provision, and opening access to venues to other provision, for this to flourish however appropriate partnership arrangements were needed.
- Many interviewees were in favour of restoring a more coordinated approach that enabled young people to engage in a District-wide Youth Voice vehicle.

The discussion with the Youth Service Advanced Practitioners drew attention to a number of related key points:

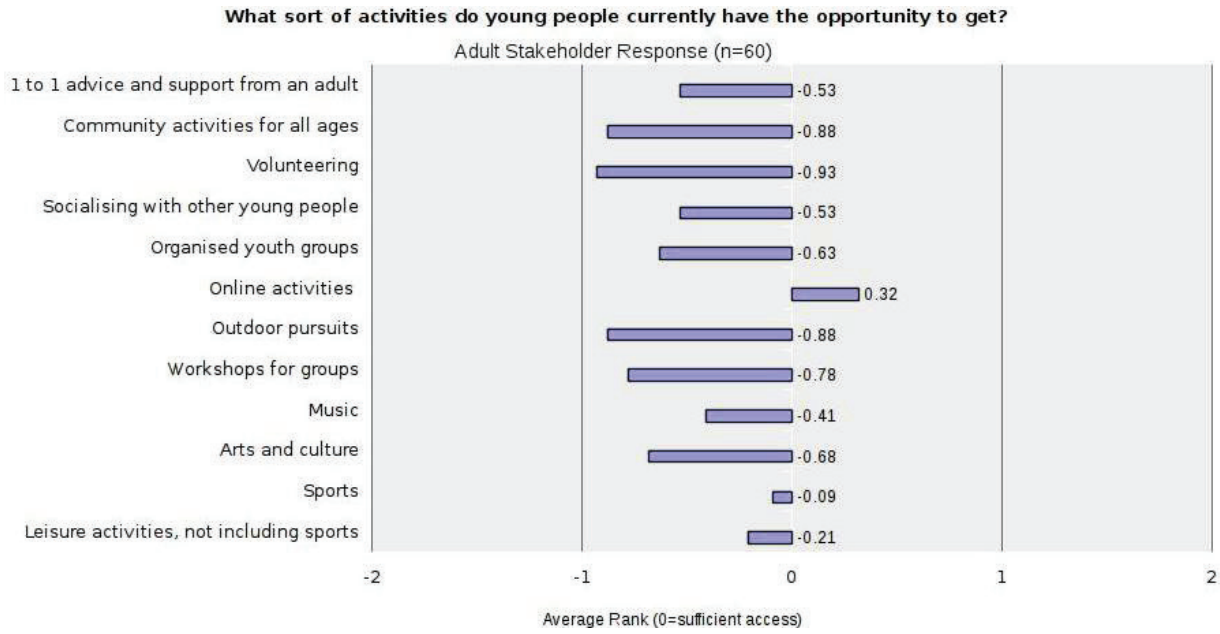
- It is important to understand the legacy of an earlier youth work offer in which a committed Council supported a large youth service, that worked closely with third sector partners, in an environment of substantial funds devoted to a whole range of young people initiatives.
- There is recognition that circumstances have changed, but that planning to respond to these changes had not been as strong as it could have been. Nevertheless, in the context of the move to Neighbourhoods and the Area Committee structure, the youth service has been adapting and developing activities for young people that fit this new agenda.Though several instances of adaption of Youth Service was able to work to new direction on things like targeting vulnerable groups,
- It was felt the case for universal or open access youth work should be made, not least for its role in engaging vulnerable or disadvantaged young people in order to provide specific support. The discussion also highlighted the scenario that whilst Youth Workers illustrate the value of such open work, current performance regimes do not work to show the outcomes in a way that is acknowledged more broadly, and that if youth work is integrating successfully with other work, it is not readily visible to other key stakeholders. This raised questions on how well this Council service is understood by others, and how well the youth service understands how it needs to relate to the wider framework.
- An additional interview with an ex-youth service user provided a powerful testimony to the way in which youth work can give young people support to develop purpose, direction, and skills for the transition to adult life.

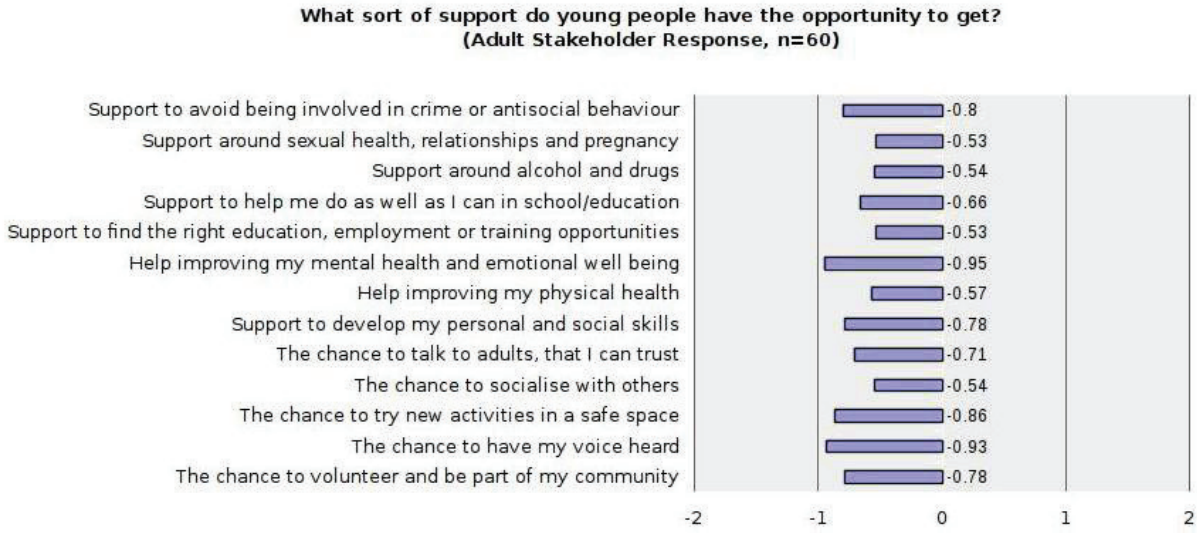
Wider stakeholder survey

The stakeholder survey was open to anyone who wanted to express a view - it was primarily designed to capture the views of adults who did not take part in focus groups or interviews, such as elected members, members of the public, parents, school staff and frontline staff.

Stakeholder survey - views on young people's access to activities and support:

Using similar questions to the young people's survey adults were asked to rank what sort of support and activities they thought young people had access to on a -2 to +2 scale where 0 is sufficient. Categories of support can be cross referenced to statutory guidance categories using the typology section. Based on the average ranks to these questions the responses below were received:-



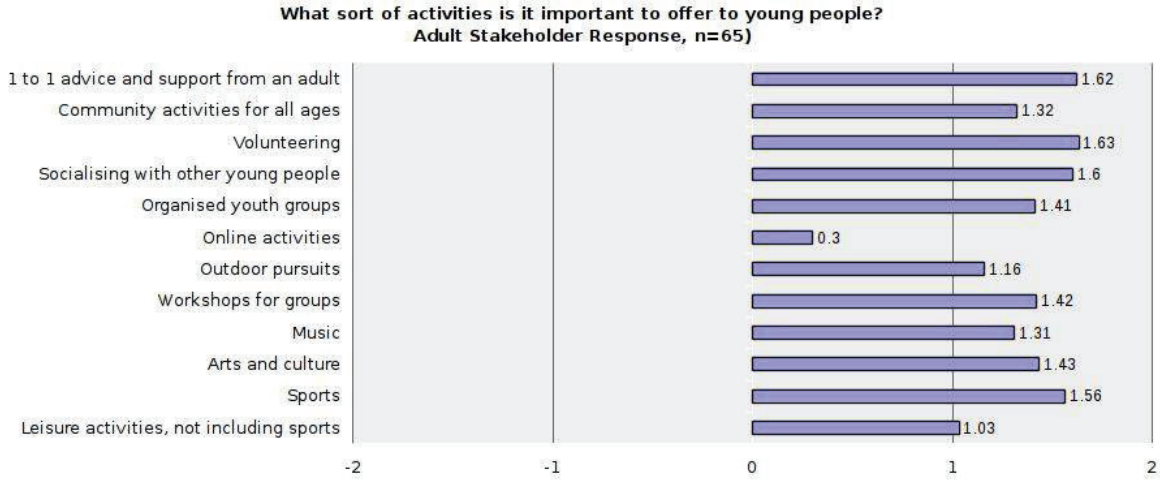


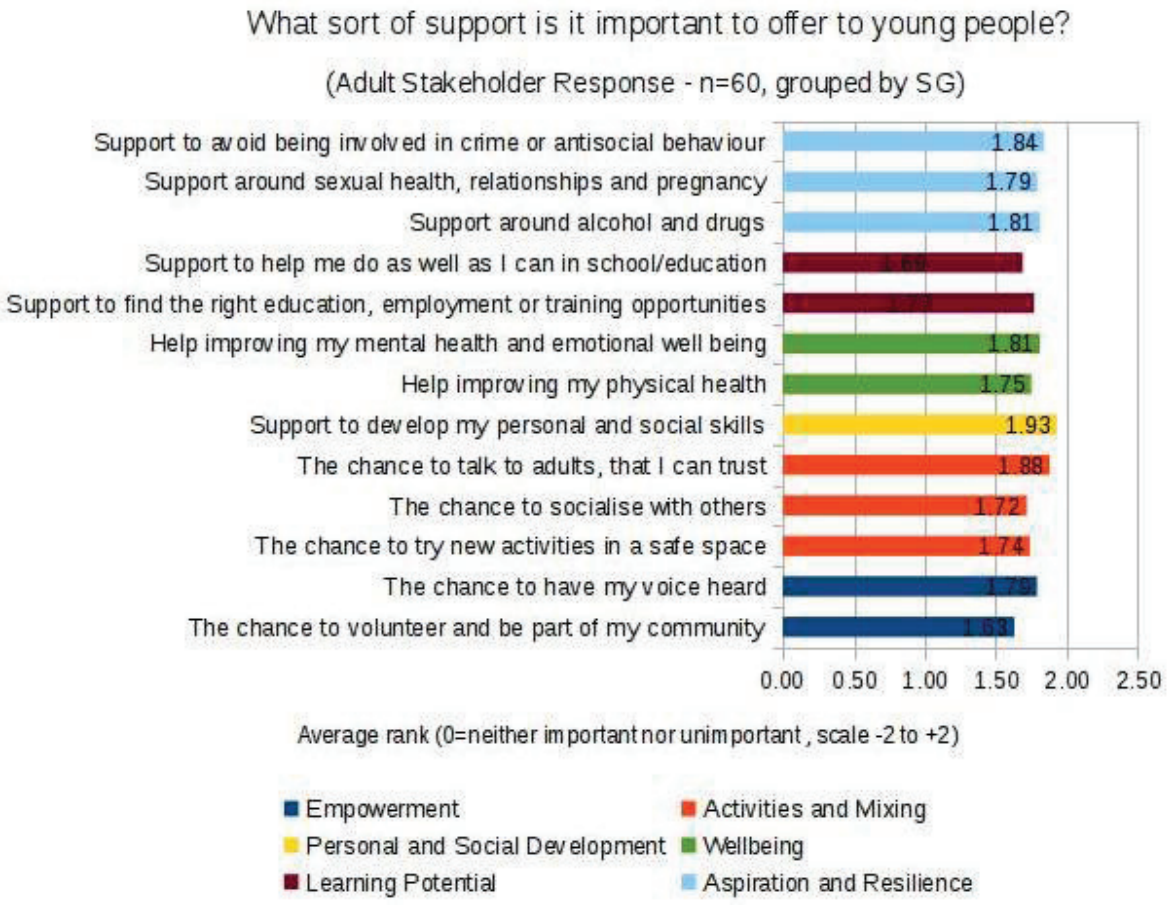
In direct contrast to young people's views, adults who completed the stakeholder survey believed that young people had insufficient access to nearly all types of activity with the only exception being "online activities". Greatest areas of deficit were seen to be "workshops for groups" and "outdoor pursuits" which were the only areas also highlighted by young people as in deficit. Other areas highlighted by adults were "volunteering...", "community activities for all ages" and "arts". Whilst these areas were not highlighted by young people as being in deficit with regards to access they were some of the lowest scoring areas on the young people's survey.

Similarly adults who completed the stakeholder survey believed that young people had insufficient access to all areas of support. Particular areas of concern were support around anti social behaviour, mental health, having your voice heard, volunteering and access to activities.

Stakeholder survey - the types of support and activities it is important to offer

Using similar questions to the young people's survey adults were asked to rank what sort of support and activities they thought it was important to offer to young people to on a -2 to +2 scale where 0 is neither agree nor disagree. Categories of support can be cross referenced to statutory guidance categories using the typology within the methodology. Results based on the average ranks to these questions are below:


What sort of activities is it important to offer to young people?
Adult Stakeholder Response, n=65)
1 to 1 advice and support from an adult
Community activities for all ages
Volunteering
Socialising with other young people
Organised youth groups
Online activities
Outdoor pursuits
Workshops for groups
Music
Arts and culture
Sports
Leisure activities, not including sports
1.62
1.32
1.63
1.6
1.41
0.3
1.16
1.42
1.31
1.43
1.56
1.03
-2
-1
0
1
2


What sort of support is it important to offer to young people?
(Adult Stakeholder Response - n=60, grouped by SG)
Support to avoid being involved in crime or antisocial behaviour
Support around sexual health, relationships and pregnancy
Support around alcohol and drugs
Support to help me do as well as I can in school/education
Support to find the right education, employment or training opportunities
Help improving my mental health and emotional well being
Help improving my physical health
Support to develop my personal and social skills
The chance to talk to adults, that I can trust
The chance to socialise with others
The chance to try new activities in a safe space
The chance to have my voice heard
The chance to volunteer and be part of my community
1.84
1.79
1.81
1.81
1.75
1.93
1.88
1.72
1.74
1.79
1.61
0.00
0.50
1.00
1.50
2.00
2.50
Average rank (0=neither important nor unimportant, scale -2 to +2)
Empowerment
Activities and Mixing
Personal and Social Development
Wellbeing
Learning Potential
Aspiration and Resilience

In relation to activities - the most popular responses were “socialising with other young people” , “volunteering” and “activities that make a difference to the community”, “1 to 1 advice and support” followed by sports. All forms of activity were thought to be important, however online activities was only marginally so. In relation to support most areas were seen as roughly equal in importance. This contrasts directly to the project priorities identified through the provision audit which focused on statutory guidance areas of “activities and mixing” and personal and “social development”

Stakeholder survey - provision setting and service priorities

Survey respondents were asked to identify what sort of setting they thought activities and support for young people should be offered within, and were able to choose more than one category. (n=59):

Provision setting	**% of question respondents who strongly agree or agree that support and activities should be offered in this setting**
Targeted youth work provision	49.0
Universal/Open youth work provision	54.0
Wider services for young people	41.0
General services which also serve young people	33.0

Through the survey stakeholders were asked a series of questions about how resources should be prioritised within the youth offer. Responses are below.

Outcomes Vs footfall

- Youth projects should be used by lot of young people 7.0%
- Youth projects should make a difference to young people’s lives 64.9%
- I don’t agree with either/ I think it should be balanced 28.0%

Preventative services Vs responsive services

- We should mainly try and prevent young people having problems 33.3%
- We should mainly try an help young people who already have problems 7.0%
- I don’t agree with either / I think it should be balanced 59.7%

Population vs needs based prioritisation

- The parts of Bradford with the most young people should have more activities 3.6%
- The parts of Bradford where young people need the most help should have more activities 33.9%

- I don’t agree with either / I think it should be balanced 62.5%

Making mainstream provision inclusive to YP with disabilities Vs providing dedicated provision for young people with disabilities

- Young people with disabilities should have the opportunity to attend any youth project they want to go to - 42.9%
- Young people with disabilities should have specialist youth projects that are designed specifically for them - 10.7%
- I don’t agree with either/ I think it should be balanced - 46.43%

Adults who participated in the stakeholder survey were in favour of activities and support for young people being provided in all types of settings with the most popular being open youth work provision. Similar to young people most were against strong prioritisation of resources, with the exception of a strong preference towards prioritising outcomes over footfall. However clear trends were identified from those who did believe in some form of service prioritisation - this was in favour of preventative work, targeting areas of Bradford with the highest need and population and making mainstream youth provision accessible to young people with disabilities.

Stakeholder survey - other messages

Through the open comments sections of the survey many respondents were keen to emphasise

- The value and importance of good quality services for young people and the concern that further cuts should not take place
- The need for greater collaboration between the VCFS and statutory sector and the need for an overarching youth strategy
- The way in which youth provision linked into communities and formed part of their long term development

VCFS stakeholder consultation

VCFS phone interviews

Participants within the phone interviews were selected for their expertise and insight of the VCFS in Bradford. Young Lives Bradford supported the identification of these individuals as an early part of the review process. Phone interviewees were asked to reflect on a variety of themes in relation to capacity of the VCFS, development needs and relationships with the LA.

VCFS phone interviews- Capacity of VCFS to play a larger role in the Offer

- Phone interviewees felt that the VCFS in Bradford does have the desire and capacity to play a much larger role in the delivery of a youth offer.
- It was felt that the VCFS is a thriving sector partly because it does things cheaper than LA, and that it can also be more effective and spot and fill gaps better.
- It was expressed that the VCFS can bring in much more match funding for targeted work, though there was a desire to do both targeted and universal/open access provision.
- The fear expressed was that the VCFS will be asked to deliver services for young people “on the cheap” compared to the public sector. It was felt that it needs recognition that if there is less funding available from CBMDC, then less work can be done and the reach and contact levels with young people cannot be the same.
- Many interviewees felt that Bradford is not yet a commissioning authority and is still focused on providing services
- Interviewees felt this review needed to provide a clear picture of what is being delivered, and promote a move to co –design with the VCFS.
- There was seen to be a clear need to identify and work with small and micro organisations including faith and uniformed organisations.

VCFS phone interviews- VCFS relationships with CBMDC

Discussions regarding nature and quality of relationships between the VCFS and Bradford Council produced a mixed response:

- It was stated that whilst there was good engagement in some areas this was often dependant on individuals or linked to specific partnerships and not embedded across the LA.
- The strategic engagement between VCFS and LA at Children’s Trust Board was seen as a strength and linked to Young Lives Bradford’s role around representation and voice.
- There was a clear view that the VCFS was not valued or respected for the work that it does or the volume of additional funding that it brings into Bradford. It was stated by some that the LA has a lack of faith in the VCFS as a provider.

- It was felt that there was a need for the VCFS to understand the cuts agenda and work with the LA on designing solutions. Many stated this would require maximising funding coming into VCFS, and that the LA needs to recognise that their funding is decreasing and the only way they will bring in new funding to Bradford is through the VCFS (e.g. Better Start programme.) However some were not sure whether the Authority has the will to dramatically change how and who it commissions

To improve relationships between the VCFS and the local authority going forward interviewees felt that there would need to be a variety of steps taken:

- **Greater communication from the LA about it's approach to the youth offer** -It was felt that the LA should communicate with the sector about its plans and thoughts in advance, and move to a co-design approach looking at longer term joint developments. This was seen to enable the LA to make use of the VCFS organisations that were felt to be bringing in considerable additional funding. It was stated this approach would require a clear strategic plan for delivery of the youth offer going forward with clear and agreed outcomes. Timing was seen as a crucial issue to achieve this and strategic decision would need longer lead in times, more gap analysis and use of needs analysis.
- **Commissioning would need to be open and transparent and built on clear outcomes** - With this a clear analysis of unit costs was thought to be needed . The need for low cost/no cost solutions was recognised and it was felt this needs to have training and workforce development built in. However in contradiction to this it was also felt that the LA should also give a guarantee of funding to the VCFS, even if this is a relatively small amount, to mitigate the effects of uncertainty that create problems for VCFS orgs.
- **A cultural shift within the LA** was seen to be needed to achieve some of these steps. Interviewees felt the authority should move to a commissioner/enabler not deliverer. They stated the LA would need to do things differently, such as by having LA staff based in VCFS organisations or communities.

VCFS phone interviews- development needs of the VCFS sector

Interviewees identified the biggest needs of the VCFS sector as:

- The need for better business and marketing skills
- The need to make use of the consortium being established by Young Lives, thereby reducing competition, and enabling the clustering of smaller organisations and with the consortium acting as a broker, and VCFS being seen as a more competent provider by CBMDC through this
- The need for a clear strategic vision for the youth offer- outlining what the priorities are and identifying gaps in service provision.
- The need for VCFS collectively and individually VCFS workers to feel supported and valued by CBMDC

- The need to address issues of inconsistent quality – Phone interviewees felt the quality of both VCFS and LA provision does vary, and that some sessions were significantly substandard. However there is no current way to assess or prove this, so there was a need for organisational health checks and other systems to address this.
- The need for workforce development and training within the VCFS
- The need for infrastructure support that is modern and meets the need of the VCFS
- The need for some form of small grants pot from CBMDC that would engage smaller groups like uniformed groups, who were not likely to tender for commissioned services.

A number of these needs were discussed in more detail:

Infrastructure support

Interviewees felt the overall need for improved infrastructure was a reflection of the low level of funding currently being given to Young Lives Bradford.

There was seen to be a need for:

- Support for business development, business planning, and unit costing. Particularly business support targeted at need for growing small and medium sector organisations. It was felt that whilst there is some VCFS training in this areas this was predominantly start up support,
- Support to implement effective data collection, monitoring and outcome measurement
- Support around Safeguarding
- Support around Quality assurance
- Support to enable joint bidding and fundraising
- Support developing shared back office and management as a way of working more efficiently - however there was recognition that the sector was not quite ready to take this step, so this may be a more long term approach

Developing quality in provision

- Some individuals felt that quality was ad hoc and patchy, whereas others felt that the VCFS was delivering quality provision and progress was being made.
- It was felt there was a need for greater clarity on what quality youth provision was which could be achieved by common quality standards (across both the VCFS and LA) and greater co-ordination in the VCFS to achieve this.
- It was felt that the youth service hasn't supported the VCFS in developing quality and there was a need to decide a framework and trial it.
- The consortium led by Young Lives was seen to be taking steps to put quality processes in place and there is recognition that the consortium may need to lead the way on developing quality.
- A peer led quality system for the VCFS that involved young people was seen to be a step forward.

Developing outcomes monitoring

- All of the participants in the interviews felt that far more work was needed in Bradford to move to an outcome focused framework.
- There was a view that many VCFS groups' experience of gaining external funding had enabled them to develop knowledge of outcomes frameworks and evidencing outcomes was now superior to some within local authority services.
- Questions were raised as to whether the LA would really want to move to outcomes as it was felt this needs longer term funding, and the council is very driven by numbers, and this has lead to an output focused approach from the VCFS in regard to report on contracts to the LA.
- For some people this lack of an outcomes framework was evidence of protectionism by statutory services, others took a more pragmatic approach outlining that output based contracts are commonly shorter and easier to demonstrate than longer term outcome based contracts.
- It was highlighted that there were some excellent examples of outcome based work in Bradford around the Youth Contract particularly with the most vulnerable young people, measurement done through case studies and feedback from people and families.

VCFS focus groups

VCFS focus groups were open to any VCFS organisation representatives. Participants were encouraged to attend focus groups with organisations thought to be of a similar nature and scale to themselves. Participants within the VCFS focus groups were asked to:

- Identify what they hoped the review would achieve
- Develop their vision for the youth offer
- Discuss potential delivery models for the youth offer
- Identify practical steps forward

There was considerable distinction between responses from "larger targeted and specialist organisations"and "smaller, uniform and faith groups" referred to below simply as larger and smaller groups for simplicity.

VCFS focus groups - what we hope the Youth Offer review will achieve

- Views differed between small and large organisations, the latter generally more positive, hoping for a clearer strategy and improved relationships between the public sector and VCFS
- Other aims were around greater recognition, more collaboration, less protectionism, focus on making a difference for young people.
- Larger groups particularly wanted recognition that the public sector does not value the VCFS, and for the review to pave the way for an improvement of relationships in this area with the VCFS being seen as a respected partner moving forward.
- Smaller groups, particularly faith and uniformed were less optimistic, and felt they had little relationship with the youth service.

- Practically, they hope for clear support for small groups and volunteers, particularly in training and recruitment of volunteers.

VCFS focus group - vision of a Bradford Youth Offer

- Larger groups had a strong vision of a youth offer based on a clear plan and strategy, delivering quality youth work that is measured and evidenced. They stressed diversity of provision across all of Bradford, that was responsive to specific needs and targeted with proper expertise.
- Larger groups were keen for a greater involvement and consultation with young people and the VCFS in the development of strategies going forward.
- Larger groups were keen to ensure a range of provision and services, not a monopoly from a single provider and thought the offer should use external funding where possible to fill identified gaps
- The larger groups recognised in a climate of budget and funding reductions some prioritisation of needs would need to take place. It was felt the offer should be district wide but that any additional or redeployed resources needs to be allocated against identified gaps and need. It was recognised that there would be a need for some services to be delivered district wide to have economy of scale.
- The smaller groups found it much harder to articulate their vision and stressed the need to provide accessing to funding, training and supporting volunteers as well as a more co-ordinated and collaborative offer that enabled greater partnership and sharing resources, and practical support for smaller VCFS and particularly the faith sector
- The small uniformed and faith groups were not supportive of resource prioritisation and wanted a fair and equal delivery across all of Bradford District. They felt savings should be achieved by better co-ordination of existing services rather than redistributing resources.
- Many small groups also felt they would not change what they did to fit in with someone else's priorities, and that separating targeted and universal/open provision was not beneficial as many organisations did both with one leading to the other.
- Both large and small groups felt some of the offer could be met through volunteer delivery.
- Nearly all stakeholders wanted the youth offer to have improved relationships between the VCFS and the public sector
- Few stakeholders were attune to the technical skills and elements that would be needed for the VCFS to deliver a significant element of the youth offer such as clear governance, effective management structures, supervision, clear outcomes frameworks, financial management, management of TUPE etc. Instead when asked about practical steps forward, stakeholders outlined less tangible elements needed such as respect for all, honesty and political will and only a few technical elements such as a long term strategy, set up costs and volunteer and staff training.

VCFS focus groups - potential delivery models for the Youth Offer

Contracting all current youth services services out to a variety of local VCFS

- In contrast to phone consultation with key VCFS stakeholders their appeared to be very little appetite for a total contracting out of youth provision to the VCFS.
- Large groups felt it was unlikely that the Local Authority would do this and some doubted the skills and processes were in place in the VCFS.
- The small groups also questioned the philosophy of this model and felt that it was important that the Youth Service still had a role to play.

Mixed model of delivery

- Both larger and smaller groups were far more positive about a mixed model of delivery with the Youth Service responsible for targeted services and the Voluntary Sector providing open/universal services.
- However the division of Youth Service delivering targeted work and the VCFS delivering more open and universal provision was seen as unpractical. This was particularly due to the difficulty for the VCFS to gain funding for open/universal provision and the evidence nationally that the VCFS is able to bring in between £5 - £10 for each £1 given in grant aid. (NfpSynergy:2014).

Large national organisation as prime contractor

- All focus groups had a strong lack of appetite for a Prime Contractor model that involved a large national VCFS provider as the prime for smaller VCFS groups as contractor. It was commented that this model doesn't work elsewhere and would provide no benefit to small and micro organisations.

VCFS Consortium

- There were mixed views about a consortium approach from larger groups. It was recognised that the Young Lives Consortium is still in the early stages of development and is yet unproven, it was also questioned by some larger groups whether the consortium would ever have the technical skills in contract management and TUPE management to cope with large scale contracts.
- Some larger groups clearly felt that the consortium was the way forward for the VCFS collectively and would enable it to provide one point of contracting for the local authority, contract and performance management, as well as a model that has openness and transparency..
- Smaller groups also had a mixed view, with some initially being unclear on the concept.
- There were concerns from smaller groups that the model would not be understood by the commissioner or be too internally competitive
- Other smaller groups supported the model , particularly if it provided support for them to develop funding bids, create policies or undertake back office functions.

Combined delivery through a youth mutual or similar vehicle

- This model was seen to be too idealistic and had too many barriers to be a feasible option at this time.
- The smaller groups, particularly uniformed ones felt that with little engagement with the youth service currently they would not be involved in a model like this

VCFS focus groups - steps required to achieve the Youth Offer

There was considerable commonality with the large targeted and specialist focus groups and the small uniformed and faith groups as to the steps required to achieve the youth offer this was to:

- Have a clear plan, strategy and delivery model for what a Bradford youth offer is
- Implement the findings and recommendations of the review
- Improve the knowledge of and respect for the VCFS from Bradford Council
- Raise the capacity of the VCFS to assist it in playing a larger role within an new Bradford youth offer
- Develop a clear, open and transparent commissioning strategy based upon jointly agreed outcomes, as well as grants for smaller organisations.
- Build links with the private sector in Bradford (eg through the Chamber of Commerce)
- Increase the contact and understanding the local authority has with the volunteer led elements of the sector such as the uniformed sector and provide greater support for volunteers.

Reflection on engagement in VCFS focus groups

As was outlined above the engagement of VCS individuals and groups within the phone interviews was excellent and reflected the fact that these individuals had been identified for their skills, knowledge and status within the VCS in Bradford.

However the engagement of VCS groups within the focus groups was not nearly as positive. A publicity and engagement strategy was put in place to advertise the Focus groups that included:

- Working through Bradford CVS and Young Lives Bradford who both sent out details of the focus groups to all their members.
- Highlighting the focus groups in strategic forums and networks, stressing the importance of engagement in helping to shape a youth offer
- Two of the groups being held in the evenings, to enable engagement of volunteers, uniformed and faith representatives

Despite the steps outlined above, the engagement of VCS groups could only be described as poor. From what was believed to be over 400 children and young people focused VCS groups on the Diva and Young Lives Bradford database only 28 individuals attended one of the 4 focus groups. There may be a number of reasons for this lack of engagement:

- A lack of interest from VCS groups in wanting to influence a Bradford youth offer or be involved in its delivery
- A desire from VCS groups to be left alone to continue to deliver the services that they have always delivered
- A lack of faith and belief that this review will actually lead to change
- A feeling from VCS groups that they are undervalued and unsupported by Bradford District Council and this review will lead to them being asked to deliver more for less.
- That many VCS groups have had very little practical capacity building and skill development, leaving them unsure about what expended role they could play within a wider youth offer

Summary of Stakeholder Consultation

Stakeholder views were many and varied in some areas, equally, not all stakeholders will have the same level of influence on the development of the youth offer. This summary represents an extraction of the key messages the Local Authority needs to engage with, rather than an unweighted distillation of responses

- Overall, there was wide appreciation of the role of youth work, and its potential to support young people, and work in combination with other services for young people. There was a general belief that young people need a high level of service and good access to activities and support, and access to a wide range of support and activities.
- No particular types of activity or support were identified as priority, though the use of online mechanisms was notably unpopular in the stakeholder survey and not raised though the other consultation mechanisms
- There was support for provision in both open/universal and targeted provision, but a recognition that value of open/universal provision is not well demonstrated.
- Public sector stakeholders noted the need for an effective district wide youth voice vehicle
- There is sentiment from VCFS stakeholders that the public sector does not value and recognise the quality and scope of the VCFS. Despite this, numerous examples of good relationships and partnership were given, but it was thought these were developed ad-hoc rather than with an authority wide approach.

Stakeholder views- Capacity of VCFS to play a role in the Youth Offer

- Clearly some VCFS stakeholders were keen to advocate for the sector as a whole, and the position that it should play a very significant role in the youth offer. However many VCFS stakeholders with a more nuanced approach, particularly those with wider strategic overviews highlighted issues of quality and inconsistency across the sector, partly owing to its diversity, but also linked to a perception of lack of investment in infrastructure support. Nearly all parties, both within the public sector and VCFS accepted that there would be a need for significant capacity building and support if the VCFS sector is to play a much greater role in the youth offer.
- A variety of development needs were identified including:
    - Support around business development and planning
    - A stronger approach to quality and ensuring consistency and adequacy of quality across the VCFS
    - The need for an effective and modern VCFS infrastructure
    - A greater focus on delivering and monitoring outcomes
- The role of the volunteer led and small and micro VCFS organisations, notably uniformed and small faith groups, was raised and acknowledged as having a role to play in the youth offer by many stakeholders.

- It was felt that the LA should increase its contact with these groups and provide a role this was largely about supporting *volunteers*, as distinct from the *voluntary* sector. It was thought if any funding were to be involved to support this part of the sector it should be focused on small grants pots rather than commissioned service, though consortium approaches may be possible.

Stakeholder views - resource prioritisation

- Stakeholders with more of a strategic role understood and accepted the need for reductions in resources, and the accompanying prioritisation of need. This was less accepted from stakeholders without a wider strategic overview, for instance frontline workers, or smaller VCFS organisations.
- Outside of those with a strategic overview, resource prioritisation by need is unpopular, even with a clear needs based approach or rationale in place.
- Protectionism is likely to be an issue in any conversations about resource prioritisation, particularly with some areas of the VCFS. Despite ideological support for making best use of resources, and to ensure that provision based on the clear analysis of the needs of young people, much of the discussion around resource prioritisation was based on the desire of VCFS stakeholders to demonstrate the value of their own work
- Some stakeholders in the VCFS were keen to articulate the position that the VCFS is a more effective delivery vehicle than the public sector, though this was not substantiated with clear evidence.

Stakeholder views - moving forward with the offer

- It was felt that whilst the VCFS is diverse and inconsistent with regards to quality, it still had potential to play a greater role in the youth offer, though was unlikely to immediately become the sole or even principal provider, and would need support to develop its capacity and quality. There was a variety of views on the delivery model, and no clear overall consensus.
- There was a number of areas in which it was felt that Bradford Council could assist the VCFS in providing an enhanced Youth Offer. Interestingly very few of these suggestions were about money and most had no financial implications for Bradford District Council at all. The suggestions broke down into a number of areas including:
    - The development of a clear strategic plan that outlined a clear role and function for Bradford Youth Service and Bradford VCFS and recognised the good work the VCFS already does and its success and potential for bringing in funding to Bradford
    - An improvement in the relationship and culture between Bradford District Council and the VCFS. With the emergence of a more equal adult – adult relationship, including a move to co-design and joint sharing of risk.
    - Moving to a more transparent, outcome based commissioning framework.

- Increase the contact and understanding the local authority has with the volunteer led elements of the sector such as the uniformed sector and provide greater support for volunteers.

Analysis of VCFS Capacity and Development

Current capacity of the VCFS

Following the completion of the stakeholder consultation and other elements of this review groups it is our perception that the VCFS in Bradford is not yet ready to deliver a fully commissioned out youth offer. This is for a number of reasons:

1. The focus groups in particular showed a lack of appetite and interest in the VCS delivering the entirety of a Bradford Youth Offer
2. The telephone interviews and focus groups identified a gap in some of the technical skills and expertise that would be needed such as managing TUPE, contract negotiation and contract management, unit costing, business management
3. The mapping and provision audit identified less VCS groups in Bradford than had been initially thought, leading to a lower capacity to deliver
4. Underdeveloped governance structure within Young Lives Consortium, as it is still in the early stages
5. Untested delivery model within Young Lives Consortium
6. Lack of a clear quality standards framework for Voluntary Sector groups, that could be used for quality assurance and inspection
7. Lack of experience across many groups in being commissioned to deliver clear outcomes

Assisting the development of the VCFS

There was a number of areas through which Bradford Council could assist the VCS in providing an enhanced youth offer, with very few financial implications:

- The development of a clear strategic plan that outlined a clear role and function for Bradford Youth Service and Bradford VCS and recognised the good work the VCS already does and its success and potential for bringing in funding to Bradford
- An improvement in the relationship and culture between Bradford District Council and the VCS. With the emergence of a more equal adult – adult relationship, including a move to co-design and joint sharing of risk.
- Moving to a more transparent, outcome based commissioning framework, that would give greater stability to VCS deliverers.

However, a capacity building programme commissioned by the council to support medium and large VCFS organisations currently delivering services relevant to the youth offer should also be developed, this should include:

1. Business Development Skills
2. Technical skills training such as Youth Work, First Aid, Health and Safety
3. Monitoring and outcomes measurement
4. Quality Assurance
5. Fundraising skills

In addition to this a separate approach to support volunteers leading small, uniformed and faith groups, may also be of benefit. The development of a more co-ordinated and joined up volunteering programme in Bradford would greatly assist in the delivery of a Bradford Youth Offer. A volunteering programme could be enhanced through:

1. Working with Bradford Chamber of Commerce and Bradford District Council to encourage employers to offer company volunteering initiatives
2. Working with community transport schemes and bus companies to offer free transport in the evenings for accredited youth work volunteers
3. Developing a Youth Work Volunteers Training Offer that works with training providers, colleges and universities to link together training in health and safety, first aid and youth work
4. Providing a seed corn grant aid pot for small VCS organisations to meet some of their core costs
5. Working with other funders such as Big Lottery Fund, Comic Relief, Children in Need, Heritage Lottery etc to promote more collaborative working between VCS organisations and how to best bring in additional funding to support a Bradford Youth Offer.
6. Promoting the value of youth work skills and approaches in meeting other agendas such as youth justice, mental health, complex families etc

Conclusions and Recommendations

Conclusions

Key points from the review

This is a summary of main headlines from the consultation, mapping and analysis sections, and is intended to outline the main factors directing the conclusions we have drawn to produce the recommendations that follow. The detailed findings referred to are set out earlier and are not repeated here. There is a wealth of information in the preceding sections that can be used for detailed planning in 2015.

Young people's views and need

In general young people feel they have sufficient access to a range of activities and forms of support, with some minor areas of exception for particular activity types.

The areas of most importance to young people are support to access to activities and mixing, and to develop their learning potential. When the priorities of young people are compared to the current offer and the analysis of need there is a need to place greater emphasis on support to develop young people's learning potential.

Within these overall conclusions, there are distinct messages about weaker access to specific activities and support, many extending into feelings of insufficiency, for particular vulnerable groups and BME young people. In particular the following vulnerable groups are of concern -

- Young people affected by drug problems
- Young people who have been homeless/runaway or reported missing
- Young parents
- LGBT young people
- Young people with physical disabilities
- Young people who have /have had mental health problems

Community cohesion issues create barriers to accessing activities for young people from Asian backgrounds and Eastern European backgrounds, particularly around the Bradford West area.

There are familiar barriers to accessing provision; cost of entry, cost and availability of transport, and concerns regarding safety or fitting in, these are often more pronounced for vulnerable groups, However many young people who do not access provision choose to do so out of preference. The support of staff is a key enabler to accessing provision.

Young people are not generally supportive of the idea of resource prioritisation by need, but are happy to access support and activities in all settings with a preference for open access youth work settings. Young people from the steering group, who developed a wider understanding of the financial climate and role of the youth offer were strongly in favour of prioritising provision that delivered outcomes for young people.

Developing provision

The youthful orientation of Bradford's population provides an important justification for young peoples' provision. The relatively low skill levels within the population confirms a strong role for provision developing learning potential that will support Bradford's goal to enhance prosperity. The diversity of Bradford's population also lends emphasis to the development of provision that is culturally relevant to particular areas, and that equality of access is achieved.

If Council funding is allocated in the future on geographical footprints, such as area committee boundaries, no areas are sufficiently weak in terms of the whole range of young peoples' outcomes eg NEET rates or entrants to the youth justice system, as to warrant significant weighting above a population-based approach. In per capita terms Bradford East, West and South, and Keighley town have higher concentrations of young people. Provision is currently broadly geographically correlated to population densities of young people.

The mapping of provision indicates that the initial information suggesting that there were around 350-400 VCFS groups involved in youth provision, the actual potential number of active partners currently is around half that estimate.

The distinction between provision that is open access and that which is targeted is not borne out by the provision audit. Many respondees adopted a “catch-all”, saying they ran open access provision but delivered targeted work, outcome focus is inconsistent and weak in places.

Council stakeholders see it likely that youth provision will need to be more sharply focused on targeted help or groups, and be stronger in demonstrating impact. This direction is further emphasised by the financial imperative to reduce Council expenditure and justify resource allocations through recognisable outcomes.

Adult respondents to the stakeholder survey generally favoured a universal approach where all young people could access all types of provision and have a negative view of service reduction. Where prioritisation may have to occur adults did favour emphasis on areas of greatest need, and focus on outcomes rather than numbers. Adults were keen on collaboration between the statutory and voluntary sectors, and a clear youth strategy that positioned youth work as part of local community development.

There is strong support for a central youth voice vehicle or mechanism such as a youth council or similar to allow young people to be involved at strategic level in the development of the youth voice offer.

The VCFS

There is clear support for widening the involvement of VCFS providers in the youth offer, and this fits with the strategic direction of the New Deal for Bradford, which will examine what local activities and services people want, and whether the Council or others should provide them. Despite the fact that many VCFS groups did not engage with the review, there is a clear desire within parts of the sector to play a major role in the youth offer. However, there does not appear to be an appetite for the third sector to take on the role of delivering the whole youth offer.

There is support expressed for an intermediary consortium role and that one using a local body such as Young Lives Bradford would be most appropriate. There is also recognition that such a role would be fundamentally new and would need support to develop its capability. The potential to use this consortium as an Innovation Partner under the terms of the 2014 EU Procurement Directive to enable development of new provision in swift and less onerous tendering processes merits serious consideration.

There is acknowledgment in the third sector of issues of quality and performance, and that with development help these can be addressed. The review has enabled the sector to identify a range of capacity building measures detailed earlier that can be employed with Council support.

The role of small and micro organisations should be developed. Uniformed and faith groups could play an enhanced role, but will need work to develop stronger relationships. A range of measures outlined above would enhance the potential of volunteers in this part of the sector.

Development of a Youth Offer

The Statutory Guidance sets out expectations on the construction of a youth offer. It is wide-ranging in what an offer should contain, framed on equality of access for all young people. This study has drawn out information about how young people, as principal clients, see what type of activities and support should be included in a Bradford youth offer. This is important shaping information for the Council and its partners as they plan the direction of the offer to be provided from 2015 onwards.

This data is not only about what types of activities/facilities to provide, but also about purpose. The Guidance sets an aim about helping young people improve their well-being. Young people themselves have said it is about making a difference to their lives. So it is not simply about providing opportunities for activities and mixing (a high priority), but where projects do focus on providing access to activities, a clear rationale and idea of the difference this access will create to the young people who use it, needs to be evident and demonstrable to young people and the people who resource it. This reinforces later suggestions about a comprehensive commissioning function and an effective performance reporting mechanism so basically people can be clear about what is being "bought" and what is being delivered.

This also goes to the heart of a "contest of ideas" going on around the youth work at the moment, pitching the desire for universal open access provision against focused work that is strong on demonstrating outcomes, particularly for groups of vulnerable young people. The balance of argument displayed throughout this review points toward retaining the benefits of some open access to facilitate say activities and mixing, but only where it can increasingly show how this delivers other benefits. This will not be uniformly straightforward, but if Bradford's youth offer can show the way, it will advance the feasibility of an effective answer to the challenge of the Statutory Guidance.

In the following recommendations we set out a premise based on two main components, the Council's own youth service and the VCFS. Whilst it is evident from the review the potential roles of each of these was central to the decisions on the youth offer, it is important to address the potential contribution of other features.

Firstly, as an offer to young people in Bradford, the way in which other elements do and can make a contribution needs to be captured. E.g. the opportunities through the National Citizens Service, support for specific groups such as young carers, help with healthy lifestyles, and transition to employment through IAG and NEET projects. Work with schools to maintain learning engagement appears particularly relevant to develop further given young people's priorities. Access to sports was highlighted, and the extensive authority provision can underpin this. All these, and others should be part of the whole youth offer.

Secondly, there seems to be a very mixed picture on synchronising collaboration between public services and between public and voluntary and community provision. Numerous examples were outlined of how this is happening. These were often locally developed and driven, and capitalising on relevance and local leadership, it does seem a more systematic examination of how key public services and provision such as on family support, health, offending, outdoor education and others can benefit from working with individuals delivering youth work in public and third sector provision. Doing this whilst developing the new youth arrangements are bedding in will strengthen the offer to young people.

Wide questions

The brief for the review also required an examination of two linked questions:

- How does the Council and its partners measure performance and the impact of youth work?
- How does the current youth work offer enable the Council to comply with the Statutory Guidance on Young People's Wellbeing?

Impact measurement

Work during the review indicates that at present the Council is not in a position to measure performance in a way that illustrates youth work's contribution to outcomes for young people in a comprehensive and analytical way. Factors suggesting this conclusion include:

- Council youth workers still input data, such as relating to targets on proportion of the youth population involved and numbers of contacts with young people onto an IYSS database, questions have been raised locally about completeness and accuracy.
- Reporting structures now feed into Area Committee structures, and this year there does not appear to be a District-wide performance regime that assesses youth service impact.
- There is analysis and reporting undertaken, but this seems to be for particular local questions such as numbers of attendees/users at specific centres or projects.
- VCFS groups commissioned under the CEF to deliver youth activities/support are reporting progress quarterly, but these reports are not structured in a way that enables the Council to judge contribution to outcomes effectively. Little evidence was seen in the provision audit to suggest groups had other arrangements in place to show and analyse performance and progress on outcomes convincingly.

This picture is far from unusual. It is fair to say the question of how youth work across the country demonstrates progress on outcomes, hard and soft, is still a considerable challenge in practical terms, despite the development of many toolkits and frameworks. It is not relevant here to extend widely into this question. What is clear is -

- The desire from key stakeholders for youth work to show how it delivers or contributes to outcomes recognised and valued both professionally and by communities
- If the Council moves to commission or procure youth provision from a wider base, it is even more critical to develop a comprehensive performance regime that it thinks will allow it to identify the outcomes it wants to secure for young people, and then measure how these are delivered.
- It is likely given the position observed, the Council may be from a low base in terms of measuring performance, and needs to invest in development of a new approach.

Statutory duty

Data about what is being delivered, how it meets needs, and secures outcomes is central to the question of Local Authorities obligations in the existing Statutory Guidance. Published in 2012 by DfE, this is a wide-ranging framework that sets out an LAs duty to secure as far as is reasonably practicable, access to provision so young people can improve their well-being. This range of support and activities can be summarised as:

Empowerment - Participation, having a voice, contributing to communities, volunteering
Activities and Mixing - Safe places to socialise and take part in a wide range of activities.
Personal and Social Development - Building capabilities for transition to the adult world, confidence, problem solving, etc
Well-Being - Improving physical, emotional and mental health
Learning Potential - Helping those at risk of dropping out or not achieving full learning potential
Aspiration and Resilience - Promoting aspiration and informed decisions, and deterring risk-taking behaviour.

The duty is not subject to any inspection regime, and there is no comprehensive data source by which councils can compare their performance against other areas. The nature and structures of youth work delivery have changed rapidly in the past three years, and now vary significantly across Local Authorities. There appears to be widespread concern that the notion of the Youth Offer as set out in the Statutory Guidance has little real currency principally due to the relative lack of priority of youth work nationally and the severe pressure on public finances.

The guidance also sets out fourteen actions for Local Authorities in taking the strategic lead, working with partners, to secure sufficient access to services and activities. These range from planning the mix of open access, targeted, and specialist provision for the area, supporting the VCFS to work with young people, to publishing a local offer of services and activities for young people. From the work carried out for this review, it suggests that the Council is undertaking or in process of developing work to address all these actions. It is considered that this is similar to the picture in many other councils, where further development looks to be required. Key areas to consider involve development of effective quality management systems, gaining and providing feedback to young people, and publishing plans for improving young people's well-being and personal and social development.

The absence of effective performance data locally also inhibits analysis of the position against the duty. Nevertheless, some conclusions can be drawn from young people's responses to questions about access and types of activities in the survey and are referred to earlier. Though there are indications that specific types of activity and support are not currently as well-provided as young people wish, and there are some issues of equality of access for some groups, the overarching message from young people was one of adequate access to activities and support.

These statements raise inevitable questions in assessing compliance with the guidance of "sufficiency" and what is "reasonably practical" for local authorities to provide. It is not the governments' intention to prescribe what activities and support local authorities should fund or what levels might constitute adequacy or sufficiency. The issue of funding is clearly a significant one in a period when councils are having to find major savings, and will have considerable bearing on what is practical to provide in individual circumstances. At the same time there are protests as councils reduce spending on youth services across the country that what remains cannot be sufficient.

This is a circular argument as complaints of inadequacy are "trumped" by availability of funding. This is not to suggest a lack of funds should operate as a "get out of jail" card in all circumstances and therefore add to the lack of currency of the guidance. Perhaps more productively here the Council can demonstrate its observance of the duty by continuing to undertake the fourteen actions suggested to provide leadership in delivering the youth offer, and in particular show it responds to pointers about specific issues of access and availability from our survey and other means by which young peoples' needs can be regularly identified.

Buildings review

There is a conditioning factor that will likely have a considerable bearing on how the Council can approach restructuring youth provision in 2015. Alongside this review, the Council has been undertaking a separate review of buildings that are currently being used for youth provision. This includes buildings owned and run by the Council's Youth Service, and those used by others, principally VCFS groups. For the Council-owned buildings, this involves an assessment of condition of the building and associated costs, and seeking views of with young people, local groups, and area committees.

We understand that for the twenty or so Council-owned buildings future running costs and those for maintenance and repair are likely to be a significant challenge. Recognising that the Buildings Review and its costs will have significant impact on choices of locations and usage, it is still hoped that the strategic direction and decisions on a youth offer set out in our recommendations can still be fully considered.

Recommendations

Development models

There is a range of options that the Council and its partners can consider in deciding how to proceed with the implementation. These have been reviewed and modelled against the state of provision and its potential, and the conditioning factors, strategic, financial, and cultural. In effect, without extending into more "exotic" propositions, they boil down to four:

- Maintaining status quo,
- Wholesale commissioning of the VCFS,
- Devolving the youth service into a new social business model, principally Mutualisation.
- Reforming a "twin track" commissioning model using VCFS and youth service with new working arrangements.

Maintaining status quo

This is not an option we would recommend, and there appears there is little appetite for it in Bradford. So many factors, principally the need to reform an offer that balances relevance to young people with the delivery of outcomes that justifies funding in periods of scarce resources militate against it. The Council's rationale for this review makes clear a status quo of "declinism" where youth work fades away through a process of ill-determined salami-slicing is also not likely to be favoured.

Wholesale VCFS commissioning

Part of the original hypothesis for this study was whether the option of contracting the third sector to deliver all or large parts of the youth offer was attractive and feasible. This idea has been part of the dialogue in Bradford in recent times and also tried in different formats in other local authorities. Expansion of the VCFS role accords with sentiments of empowering local communities favoured across the political spectrum, and the imperative to widen the funding base beyond reliance on public funds is also a factor for many councils planning services in the next few years.

Evidence and views revealed during the review, along with experience from areas elsewhere, suggests to us that this is not an option to recommend. There are three main reasons for this. The first is about overall capacity, thinking of quantity and capability.

The view that the VCS is large and potentially could lend itself to giving Bradford a wide base to build a youth offer was part of the narrative we encountered starting the review. As detailed above, we have found the sector to be considerably smaller in reality, even allowing some margin for error in missing some organisations or fuzziness over numbers of young people involved. Even at about half the size of this original estimate, we consider the sector to be potentially strong enough in size and quality to enable Bradford to commission elements of the offer in the future, though a wholesale reliance does not seem feasible at this point.

Linked to this is the question of commissioning capability, those elements relating to ability to receive contracts, manage performance, evidence delivery of outcomes and similar. Above the level of individual projects or providers, there is also the dimension of some form of intermediary body from within the sector that can assist the Council in commissioning activities and providing strategic leadership and dialogue to ensure an effective contracting and delivery environment. A wider and important consideration too, is the ability of third sector organisations to secure other funding to support youth work, which appears to have been a subject of considerable speculation and difference of view.

Our review suggests that there are still areas to develop in connection with these elements amongst the VCFS in Bradford. E.g. that ability to manage contracts rather than grants is not uniformly strong, that capacity to demonstrate outcomes and provide evidence is immature. This is a question of degree, rather than absence, and an area that suggests necessary improvements can be pursued. Similarly, there is potential in the current structures/relationships for an effective intermediary or consortium vehicle to operate, and over time provide an important part of the new arrangements.

The final question is a simple one. It is that the role of the local authorities youth service is a valuable one, if one which also has to reform and move forward. It does not suggest that a strategy that transfers all delivery roles to another sector is one that is conducive to an effective youth offer. The conclusion is to propose a role in the youth offer for the third sector, but not an exclusive one.

Mutualisation

A number of local authorities are or have considered the formation of a Mutual to take forward its youth service, and a small number have embarked on this course. It can be a complex debate and decision to take, as would that on any other form of social or non-LA business model. However, two overriding factors prompt us to counsel against it at this point.

All preparation suggested by the Cabinet Office emphasises the commitment and desire of the current youth service staff for making this change. We could not see evidence that this is the case. Secondly, it seems fairly evident that for youth service mutuals to succeed, they need a strong level of financial backing from its local authority, including immediate future business and longer term liabilities, in order to survive the first years whilst it secures wider contracts and business. Given the nature of the financial challenge faced by Bradford this would appear to be a very demanding choice to make.

A reformed twin track commissioning model

This option is the one we suggest Bradford employs to develop and deliver its youth offer. It is based on a collaborative model which sees the work of the youth service and the third sector increasingly aligned. Given some of what we have encountered, some might suggest that this is naïve. Our sense of it is that there is plenty of evidence of collaborative activity to demonstrate its potential despite reservations that have been expressed. Furthermore, without being melodramatic, unless this is attempted a future which sees a messy unpicking of the youth service alongside an uncoordinated funding/support of third sector projects and a consequently weak youth offer could unfold.

Strategically this means a combination at the centre of the youth offer of a commissioned third sector in which some projects are successful in securing contracts to deliver activities and outcomes, working alongside a local authority youth service that will continue with its commitment to youth work standards but also reforms and changes some of how it works on the ground.

In practice some of the components will be:

- Using an element of the youth budget to commission third sector projects. This is assuming the £300k which has been commissioned separately for a number of years is now viewed as part of youth budget.
- Support also given to a range of capacity building activities to strengthen VCFS capability, both strategic - business planning to operational - helping volunteers improve their work with young people. The former might be funded training; the latter could be youth service staff working alongside coaching others.
- Building a role for an intermediary or consortium to help direct and manage delivery across the third sector, including a role to develop sector capacity to secure additional funding.
- Developing a role for council youth workers that includes delivery of some open access and targeted work, but also includes helping others to undertake similar work. Several instances of collaboration between youth work and other council/public services were evident e.g youth workers and PCSOs working on gang-related activities with youth workers helping encourage young potential recruits away from gang leaders, and into more positive interactions. But it appears that this is often ad hoc and locally driven. There is greater potential to develop this, say with Family First and Youth Offending, and would benefit from a more systematic examination of possible collaborative activity.
- Recognising the imperative to demonstrate impact, greater emphasis should be placed on getting practitioners in both sectors to be able to articulate the achievement of outcomes.

To support this, the Council should refresh its whole approach to performance monitoring and reporting of youth provision. Many tools and approaches are available, through the effective measurement of youth work outcomes is still challenging. This will take effort to implement which means resource and time to make it effective. Above all, people need time to play their roles in this, be that inputting, reporting, assessing and auctioning. It can't be an afterthought if the Council wishes to commission effectively.

A central role in this is that of the Youth Commissioner within the authority, recently put in place. Such roles are more advanced in some areas, but it will be key to developing processes that will allow the council to monitor and judge performance of all provision, develop its capacity to know what it wants to "buy" and how, and to guide any consortium vehicle in how it can provide a key role in commissioning to expectations.

Several underpinning aspects should also be developed. A vehicle needs to be put in place where the Council and its partners, principally the VCFS, can jointly review the youth offer, how it's working, and how to change or develop it. Likely to be underneath the level of the Childrens Trust, and involving any consortium, it needs to understand the operational effectiveness of provision, and oversee strategic commissioning direction. Finally, and clearly not least, the re-introduction of a central youth voice vehicle that empowers young people across the district to have a say on things that affect that affect them and their communities, and be involved in the co-design of the offer going forward.

First steps

If the above gives the Council and its partners two strategic tools - components to populate a youth offer, and a choice of delivery structures, there are further points about implementation which set these in context of the immediate planning steps. The two most important of these seem to be the overall budget choices that are the subject of the New Deal for Bradford and the 2015-16 budget setting process, and secondly, the impact of the Buildings Review of youth service provision. Before addressing these, we suggest that the twin track option proposed can be seen in three "settings".

Best - "Ideal"

We believe there is a strong case for maintaining resource at current levels, which we understand to be around £2.7m combined. Bradford young people and communities would benefit from a wide but realistic offer that would be increasingly focused on clear outcomes.

This includes a changing role for LA YS workers, more collaborative, supporting development of third sector, joint working on activities, evidencing outcomes. The case for open access in terms of "places to go" offer for young people and a gateway to support for those with particular needs is well-understood. However, in simple terms, there needs to be a stronger balance of more targeted work, in cooperation with others, for a

sustainable proposition for public sector support here as elsewhere. This does present a challenge, but needs to be embraced by youth work advocates.

Commissioning at least a similar level of VCFS provision as currently funded, with capacity building support, either funded or "in kind". Build in a focus on "nuggets", those capable of additionality and potential to secure alternative funding in future, able to be outcome-driven, and offering a premium in terms of location in particular areas, work with specific groups, or. track record or potential for joint working with the youth service

Also this includes a restored central voice/participation vehicle to supplement local participation, a role for an effective consortium or intermediary body, and commissioning function within Council, particularly leading the development of a comprehensive commissioning and performance management regime.

Worst - "Minimum"

This is predicated on a significantly smaller budget either in 2015 or in the years following it. It would consist of:

- A smaller level of VCFS commissioned provision, again focusing on those who can increasingly secure external or local resource, with an ability to address particular issues, areas or groups that are identified by the Council and its partners.
- The Council would retain its resourcing of a youth voice operation, and a youth lead/commissioning role to manage interface with an intermediary or directly with providers, and manage LA policy/development on young people.

Middle - "Intermediate"

Implied in this title is a suggestion that it might be budget driven, and represent a position at some point on the continuum between the two outlined above. If, possibly as a result of New Deal discussions whilst a continuation of current levels of resource is not sustainable the Council may not want to go to a minimalist position, it would need to see what it can afford to deliver and whether the component parts stacks up as a sensible offer. It may be that a truncated version of the ideal, but to a shallower level, or focusing even more heavily on specific groups or outcomes represents a reasonable offer in the circumstances.

It is also possible that the findings of the Buildings Review will suggest a pruning of youth service sites, and this enables a focusing of youth work in remaining centres (some shared with other organisations). This could lend itself to a package that provides a credible offer within a reduced budget. It is also likely that this would take some time, at least through 2015-16 to implement.

New Deal for Bradford

The other major factor that appears critical in determining the way forward is the dialogue that is occurring about the New Deal for Bradford, and its implications for the budget setting round for 2015-16, and the immediate years following.Through this dialogue the Council is asking individuals, communities and businesses what they think is important or less important for the Council to do, about how things could be done differently, including by local people themselves, as funding for public services is cut.

No doubt work for young people will feature in this, and as well as identifying possible new ways of working, its relative level of priority will be discerned, particularly as the Council and community may have to make very hard choices. In simple terms this will govern or determine to a large degree the amount of Council resource that will be devoted to youth provision over the next few years up to 2018.

As well as this direct bearing there is an issue of timing. The youth budget was set at the current level in 2014 for two years to 2016. Whether that will be adjusted as a result of New Deal will be a matter for the Council. If it is, it will have an influence on the choice of Ideal, Intermediate, or Minimum that the Council has.

Similarly, if New Deal suggests that public funding for youth provision locally will reach a low or minimal base in the medium term by in 2018 potentially, it may be best for the Council and partners to consider the Minimum position is on the horizon, and start planning to implement the transition to that position sooner rather than at the end of the period. This is not a prospect we or, we suspect, the Council savour, the "forced" diminution of a public service, but may represent a more effective means way of forward planning.

Appendices and References

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Appendix: About the Review Team

People Dialogue and Change is a consultancy and capacity building company offering a wide variety of expertise in creating service change based on the voices of young people. PDC aims to enable organisations to engage in dialogue with young people and their communities, to create positive change and improve service delivery and outcomes for young people. The team brought together by People Dialogue and Change to conduct this review is completely independent of Bradford, and based in the North West of England. Review team members were:

Tony McGee - Director - Tony McGee Associates

Tony has over 30 years' experience in government. Prior to his current role as a consultant Tony was Head of Youth Policy at Government Office for the North West for nearly 10 years and extensive experience in working with multiple stakeholders, including national bodies - DfE, Ofsted, C4EO, and YJB, Tony has commissioned and managed many major programmes including Connexions and Positive Activities for Young People, undertaken policy development on IAG, youth work, and youth offending and is Chair of the North West Regional Youth Work Unit

Dan Moxon - Director People Dialogue and Change

Dan is an expert in the field of youth participation, with over 15 years' experience working with children, young people and families. He has led work on behalf of UK Youth Parliament, British Youth Council, The Department of Health, NHS-NW, The North West Regional Youth Work Unit and many others. Dan is currently the Director of People Dialogue and Change, and an Associate Director at the University of Central Lancashire's Centre for Children and Young People's Participation in Research. Dan hold a JNC professional youth work qualification and is currently undertaking a Post graduate certificate in researching social care.

Dave Packwood - Director - Dave Packwood Consulting

Dave has been involved in working with children and young people for the last 20 years, working within high performing youth services and voluntary sector youth organisations including the setting up and evaluation of VCFS Consortium. Prior to consulting, his previous roles include Chief Executive of Cheshire Youth Federation and secondments to Cheshire Youth Service, Government Office North West and as being an Additional Youth Work Inspector for OFSTED undertaking 6 Enhanced Youth Inspections and Joint Area Reviews. Dave hold JNC qualifications in Youth Work and a Masters degree in Management.

Additional administrative support was provided by Sharon Watts, Business and Administration manager, North West Regional Youth Work Unit. Kerr Kennedy, Young Lives Bradford provided support with the identification of VCFS organisations and promotion of the review to the voluntary sector. Additional support to produce maps was provided by Barbara Howe, CBMDC.

PDC would like to thank James Forster, Rahib Sabir and the other members of the young people's review team for their advice and hard work towards this review, and Samina Tariq, Barnardos, for providing support to enable for young people with disabilities to access the steering group. We would also like to express our thanks to all of the organisations and services who participated in the consultation and particularly those who supported young people to participate.

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Appendix: Consultation Responses

Details of consultation responses are below, overall this review process engaged

- 1004 young people
- 124 stakeholders or stakeholder organisation representatives
- 256 youth projects

Interviews

Interviews were undertaken with:

- Councillor Ralph Berry - Portfolio Holder Children and Young People's Services
- Michael Jameson - Strategic Director - Children's Services
- Paul O'Hara - Families First Manager
- Heather Wilson - Youth work commissioner
- Phil Barker - Assistant Director - Sports and Leisure
- Julie Jenkins - Assistant Director Specialist Services - Children's Services
- Ian Day - Assistant Director - Neighbourhoods and Customer Services
- Councillor Richard Dunbar
- Inspector Jonathan Pickles - West Yorkshire Police
- Cindy Peek - Deputy Director - Children's Services
- Superintendent Vince Firth - West Yorkshire Police
- Shirley Brierley - Childrens Lead , Public Health Bradford
- Kathryn Loftus - LA lead on youth engagement fund bid
- George McQueen - Assistant Director Access and Inclusion - Childrens Services
- Graham Hutton - former head of youth service
- Charlie Jones - YOT manager
- Claire Ackroyd and Janet Bruce - Bradford Museums and Galleries
- Kerr Kennedy - Young Lives Bradford
- Dave Benn – Barnardos
- Jenni McDuff – Brathay
- Matt Band – One in a Million
- Anna Shepherd – JAMES
- Leanne Ashworth – City of Bradford YMCA
- Tricia Stevens – Prism
- Chris Johnson – Bradford Youth Development Partnership
- Andy Sykes – E:merge
- Piers Telemaque - NUS representative and ex youth service user.
- A face to face group interview was conducted with 4 of the 5 youth service advanced practitioners, Naz Alia, Abina Durgan-Smith, Carys Bose Anthony Casson

Young people's steering group

A total of 12 young people participated in the steering group, this included young people from a range of backgrounds including young people who were NEET, young people in social care and young people with disabilities, as well as a mixture of genders and ethnicities. Precise details are not given to protect personal information

VCFS focus groups

Focus Group	Number of Participants
Large organisations focus group	4
Specialist and targeted organisations focus group	7
Small organisations focus group	11
Uniformed and Faith focus group	6
Total Participants	**28**

Provision Audit

Numerical details of responses to the provision audit can be found in the findings section of this documents, with full lists of provision in the appendix database.

Young people's survey

A total of 837 young people responded to the survey , broken down as follows , by percentage of young people who disclosed.

Gender	%
Male	52.83
Female	46.80
Transgender	0.36

Age	%
Under 11*	1.33
11-12	18.34
13-19	77.08
19-25	2.05
25+*	1.21

*Note anyone identifying as under 11 or over 25 was automatically exited from the survey.

Ethnicity	Survey Respondents as % of people who disclosed	Bradford Population, all ages, Census 2011 (%)
White (English / Welsh / Scottish / Northern Irish / British)	68.64	63.86
White (Irish)	0.74	0.49
White (Gypsy or Irish Traveller)	2.00	0.08
White (Other)	2.10	3.01
Mixed (White and Black Caribbean)	0.74	0.89
Mixed (White and Black African)	0.12	0.17
Mixed (White and Asian)	2.22	1.09
Mixed (other)	0.74	0.34
Asian / Asian British (Indian)	2.35	2.59
Asian / Asian British (Pakistani)	12.96	20.41
Asian / Asian British (Bangladeshi)	0.74	1.89
Asian / Asian British (Chinese)	0.25	0.40
Asian / Asian British (other)	0.49	1.54

Black / African / Caribbean / Black British (African)	0.99	0.96
Black / African / Caribbean / Black British (Caribbean)	0.99	0.69
Black / African / Caribbean (other)	0.12	0.13
Arab	0.00	0.71
Any other ethnic group	5.56	0.77

Group (more than one may apply)	**Number self disclosing**
I am or have been affected by bullying	157
I am unemployed and looking for work	72
I am involved in antisocial behaviour	64
I am affected by family breakdown	63
I have a learning disability	56
I am living in poverty	40
I have/have had mental health problems	39
I am socially isolated	34
I am or have been looked after/in care	33
I have visual disability	31
I am a carer	30
I have a chronic or long term illnesses	30
I have a physical disability	29
I am a youth offender	28
I am Lesbian, Gay , Bisexual or Transexual	22
I am not in education employment or training	22
I am or have been affected by drug problems	22

I have been homeless/have run away/or been reported missing	21
I am or have been affected by alcohol problems	18
I feel vulnerable to exploitation by others	15
I have hearing disability	12
I am a parent	8

Comparison of respondents to the young people's survey against population of ward/area constituency was not undertaken. However there was a substantial response from all of the area constituencies.

Young peoples focus groups

Young People's focus group responses were as follows:

- Toller Youth Cafe - Central and Eastern European young people's group - 5 young people, Romany Gypsy Background
- Karmand Youth Project - 9 South Asian young men living in BD3
- Hand in Hand Childrens Society Project - 3 young people at risk of child sexual exploitation
- Wilsden Youth Cafe - 6 young people, regular services users
- Sir Titus Salt School - 12 young people , 10 of which did not access youth provision
- Star/BEfriending Project - 50 young people , projects focused on mixing young people with disabilities, with young people who do not have disabilities
- Aldo House Centre Point Project - 4 young people who have been homeless
- Information Shop for young people - 9 young people, aged 19-23 with mixed variety of additional support needs
- Information Shop for young people - 3 young women who were NEET or at risk of becoming NEET
- Information Shop for young people- 15 young people, 16-19 seeking support education and employment.
- Shipley Youth Cafe - 6 young people, regular service users
- Barnardos Peer Education Group - Young people with disabilities, number unknown est 10
- Pakistani young women's group - 4 young women of Pakistani heritage, BD15 area
- Greenway Project - 12 young people, 10 Pakistani heritage young men, 2 mixed heritage young women
- Wilsden Youth Centre - 5 young people, regular service users
- Greenway Project Central and Eastern European Group - 10 young people from Central and Eastern European and Roma backgrounds.

Stakeholder survey

Total number of responses to the stakeholder survey was 66 with responses as follows:

Respondent Type (more than one may apply)	Number of Responses
I am a resident and or / parent	32
I work with young people	30
I am a councillor or other elected official	3
I represent a small /medium size voluntary organisation that provides services for young people in Bradford.	12
I represent a large national voluntary organisation that provides services in Bradford	3
I represent a community or voluntary organisation that is run mainly by volunteers and runs activities for young people in Bradford	8
I represent a community or voluntary organisation that does not run activities or services for young people	1
I represent a school	2
I represent a public sector organisation (other than schools)	5

Appendix

Statutory Guidance for Local Authorities on Services and Activities to Improve Young People's Well-being

This is statutory guidance issued by the Secretary of State for Education under Section 507B of the Education and Inspections Act 2006.

It relates to local authorities' duty to secure services and activities for young people aged 13 to 19, and those with learning difficulties to age 24, to improve their well-being, as defined in Subsection 13.

Rationale and scope of the duty

1. With the right supportive relationships, strong ambitions and good opportunities all young people can realise their potential and be positive and active members of society. Most get these from and through their families and friends, their school or college and their wider community enabling them to do well and to prepare for adult life. All young people benefit from additional opportunities and support, but some young people and their families, particularly the most disadvantaged and vulnerable, need specific additional and early help to address their challenges and realise their potential.

2. It is therefore local authorities' duty to secure, so far is reasonably practicable, equality of access for all young people to the positive, preventative and early help they need to improve their well-being. This includes youth work and other services and activities that:

    a. Connect young people with their communities, enabling them to belong and contribute to society, including through volunteering, and supporting them to have a voice in decisions which affect their lives;

    b. offer young people opportunities in safe environments to take part in a wide range of sports, arts, music and other activities, through which they can develop a strong sense of belonging, socialise safely with their peers, enjoy social mixing, experience spending time with older people, and develop relationships with adults they trust;

    c. support the personal and social development of young people through which they build the capabilities they need for learning, work, and the transition to adulthood – communication, confidence and agency, creativity, managing feelings, planning and problem solving, relationships and leadership, and resilience and determination;

    d. improve young people's physical and mental health and emotional well-being;

e. help those young people at risk of dropping out of learning or not achieving their full potential to engage and attain in education or training; and

f. raise young people's aspirations, build their resilience, and inform their decisions – and thereby reducing teenage pregnancy, risky behaviours such as substance misuse, and involvement in crime and anti-social behaviour.

Responsibilities of local authorities

Involving young people

3. Local authorities must take steps to ascertain the views of young people and to take them into account in making decisions about services and activities for them, in line with Article 12 of the United Nations Convention on the Rights of the Child (UNCRC). They should establish and maintain structured arrangements for doing so. To inform continuous improvement, these arrangements should enable young people to inspect and report at least annually on the quality and accessibility of provision. As appropriate they should also be involved actively in service design, delivery and governance. Young people should receive the support they need to participate, ensuring representation of the full diversity of local young people, and those who may not otherwise have a voice.

Securing access to sufficient services and activities

4. The Government will not prescribe which services and activities for young people local authorities should fund or deliver or to what level. They should take the strategic lead to work with young people; the voluntary, community and social enterprise sector; health and wellbeing boards; schools and colleges; and agencies including health and police to:

   a. understand the needs of local young people, particularly the needs of the most disadvantaged and vulnerable, taking full account of equality and diversity issues;

   b. enable parents and communities to meet young people's needs wherever possible, and engage businesses and other employers to contribute funding and expertise to help enhance and sustain local provision;

Youth Offer Review - Executive Summary

1st December 2014

BACKGROUND

CMBDC is seeking to create an offer for young people that would support their journey to become resilient, independent, and successful adults. The context for this offer is underpinned by the Department for Education's Statutory Guidance for Local Authorities on Services and Activities to Improve Young People's Well-being 2012

The Council commissioned an independent review in which an analysis of existing and potential service arrangements, and views of young people and key stakeholders would be drawn together to inform a set of recommendations on how best to develop a new offer. People Dialogue and Change began this commission in September 2014, and the findings are contained within this report.

The methodology of the review included

- Engagement with 1004 young people through survey, focus groups or as active participants in the review design and analysis
- Identification, mapping and analysis of current youth provision, and projects relevant to the youth offer within the VCFS and Public Sector
- Consultation with stakeholders through focus groups, survey and interview
- Desktop review of relevant Council strategies, and relevant statistical data relating to young people in Bradford
- Development of recommendations for CMBDC so that a short to medium term strategy can be agreed to implement to deliver a new youth offer

MAIN FINDINGS

In general young people feel, excepting some minor areas, they have access to sufficient activities and support.

The most important provision to young people are places to mix and take part in activities together, support to develop their learning potential, and personal and social development.

Young people did not support prioritising particular groups or issues when allocating resources, seeking equality of access, but did want provision to make a difference to their lives and outcomes.

Many respondents also appreciated open access provision, but the need to demonstrate impact was seen to be an overwhelming priority for public funded provision in the foreseeable future.

Some young people described facing barriers to access, including entry and travel costs. Some vulnerable or minority groups were concerned about safety or fitting in.

For many young people, support from trusted adults made a critical difference in gaining benefits from youth provision.

The overall mapping of key indicators of need and outcomes e.g NEET rates did not suggest any of the five areas was sufficiently weaker than others and warranted preferential resourcing beyond a per capita formula.

VCFS respondents are keen to play a joint role in the youth offer, working in collaboration with public sector provision. The size of the VCF youth sector is not as large as suggested at the outset.

The development of a vehicle to jointly steer the offer, enhance governance, consortium arrangements, and detailed capacity development support have been identified as important next steps.

The role of small or micro organisations and volunteers can be developed, and the potential to collaborate more extensively with the uniformed sector would significantly supplement the youth offer.

Similarly, involvement of schools can be developed much more broadly, in line with young people's views on support for their learning potential.

Young people and many other respondents support the re-introduction of a central youth voice vehicle, whereby young people can have a voice on district wide issues and the direction of the youth offer.

Many instances of local, ad hoc examples of collaboration were cited, but systematic planned joint working between services is under-developed.

Currently, measurement of outcomes and progress is weak, and the Council and its partners would need to make considerable efforts to develop this in order to assess value from the new youth offer.

Though no national comparisons are available, this review of Bradford's work against the requirements of the Statutory Guidance suggests a positive reading in the prevailing circumstances.

RECOMMENDATIONS

The review considered four main options for delivering the youth offer, a status quo, complete commissioning/outsourcing to the VCFS, social business e.g. mutualisation and a collaborative offer combining LA provision and the VCFS.

The latter is recommended, reforming both Council provision and that of the VCFS. Considered definitely not a "status quo" option, failure to modernise is likely to result in complete forfeiture of public funded youth provision through loss of support and attrition.

Using this model as a structure, the Council can reform the youth offer. Three "levels" and what they might contain are outlined, "Best, Intermediate and Minimum".

Two important processes were underway outside this review, and will influence where the Council may "pitch" the level of the youth offer.

The New Deal for Bradford (linking to the 2015/16 budget round) and the Council's review of Youth Service Buildings are likely to be critical for the shape of the new youth offer.