

Report of the Strategic Director – Environment and Sport to the meeting of Children’s Services Overview & Scrutiny Committee to be held on 12 April 2016

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Subject:

Delivering a new Youth Offer for Bradford District

Summary statement:

This report proposes a way forward for establishing a new Youth Offer for the Bradford District in response to the recommendations made in the Youth Offer Review report produced in November 2014.

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Portfolio:
Neighbourhoods and Community Safety

Overview & Scrutiny Area:
Children’s Services

1. SUMMARY

- 1.1 This report proposes a way forward for establishing a new Youth Offer for the Bradford District in response to the recommendations made in the Youth Offer Review report produced in November 2014.

2. BACKGROUND

- 2.1 The Interim Assistant Director – Neighbourhood and Customer Services presented a report to the meeting of the Children’s Services Overview and Scrutiny Committee held on 22 October 2015 which gave an update on the work undertaken by the Council’s Youth Service across the Bradford District since the service was transferred to Neighbourhood and Customer Services on 6 July 2014.
- 2.2 At that meeting the Committee resolved:
“That the report be welcomed and a progress report be presented to the Committee in early Spring 2016 on the Action Plan, following the Youth Offer Review (with particular reference to how the service was supporting young people in their learning potential).”
- 2.3 In June 2015 the Youth Offer Working Group was formed following the independent Youth Offer Review and reports and recommendations that were taken to the Council’s Executive in March 2015. The aim of the Youth Offer Working Group is to bring people together from across the youth sector to explore the review findings, and develop closer working arrangements in order to enable recommendations from these reports to become reality. The Youth Offer Working Group has representatives from the voluntary sector, the council, the police, community and faith sectors and feeds into the Core Strategic Group of the Young Lives Bradford Network and Bradford Council’s Active Citizenship New Deal Partnership.
- 2.4 Appendix A to this report outlines the summary of discussions in relation to what are considered to be key elements of the Bradford Youth Offer, what this looks like now and where the opportunities are to make changes. It has used the findings of the review to formulate the recommendations in light of a changing environment in which youth work operates and the pressures on public sector funding.
- 2.5 Appendix A is intended to support the Council’s budget considerations in relation to Youth Work and its future in the District. It recognises the need to do things differently and to increase the sharing of expertise and resources across the whole youth sector.
- 2.6 In terms of the support that the Council’s Youth Service gives to young people to support their learning potential, it does this in a number of ways:
- i) **Accreditation** – youth workers work with over 600 young people each year to help them achieve a number of accredited outcomes at various levels, these include the Youth Service Local Award, the Lord Mayor’s Award, and ASDAN qualifications which all require them to demonstrate basic core skills in developing self-esteem, working with others and contributing to their community. Many of these young people gain no or very little formal qualifications from school.
 - ii) **Duke of Edinburgh Award (DofE)** - is a national award that gives young people an opportunity to accredit the activities they do in their leisure time.

Known as a tough award to complete, it is well respected in both education and employment (no. 1 extracurricular activity looked for by employers, Independent United Learning Trust research) for the skills the award teaches and the effort the young people have to put in to complete it. The Bradford Youth Service DofE team supported 206 young people in 2014-15 to complete their Awards.

- iii) **Targeted support** – youth workers work with young people in the school setting according to the needs of young people themselves. For example, TICTAC sessions provide one-to-one support for identified students who need social or emotional support. Workers commonly address issues such as bullying, mental health, and family breakdown.
- iv) **Informal learning** – in schools – youth workers deliver workshops to groups of young people to support the Youth Service curriculum. Subjects covered include: citizenship, mental and physical health, healthy relationships and staying safe
 - open access provision – this involves youth workers in delivering the Youth Service curriculum based around fun, engaging activities in a community setting which challenge young people and enable their personal and social development and positive contribution to the wider community.
- v) **Formalised partnerships with education providers** – sometimes youth workers will deliver targeted work with schools and the District-PRU under a more formalised agreement which enables the most vulnerable young people to re-integrate back into a full school timetable. Individual youth workers will provide specific one-to-one support for the young person often around issues such as: anger management, emotional literacy, and conflict resolution.
- vi) **Communities of Interest** – for example LGBT young people, are supported through Youth Service intervention which often enables the support given to them in school to be linked with their support in the community.
- vii) **Family Support Panels** – youth workers work with other agencies to provide information and understanding of a young person's barriers to attendance and participation in agreed education welfare plans.
- viii) **Voluntary relationships** – effective youth work relies on establishing voluntary relationships with young people which means that the Youth Service is often best placed to work with young people where relationships with other statutory services have broken down. Youth Workers work with staff such as social workers and education welfare officers to build upon the relationship they have with the young person to help the statutory agency to build trust and re-establish a constructive working relationship with that young person.

3. OTHER CONSIDERATIONS

- 3.1 On 25 February 2016 Bradford Council approved a budget which included proposals in relation to the Youth Service to make savings by: reducing the numbers of full-time and part-time youth workers, moving from a model of providing Information, Advice and Guidance through two Information Shops to a District-wide Information service, reducing the amounts available to Area Committees for allocation to activities and Youth Opportunity Fund grants, removing the budget for Youth Service vehicles and reducing Youth Service Finance administration.

- 3.2 The outcome of these savings over the next two years will mean that the capacity of the Youth Service to support the Youth Offer will be reduced which heightens the need to do things differently and to increase the sharing of expertise and resources across the whole youth sector.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 As part of the Budget decisions taken by the Council for the financial years 2016 -18 the Youth Service budget needs to deliver savings of £750,000.
- 4.2 This is set in the context of reduced financial resources for all sectors delivering youth work, including the voluntary and faith sectors.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 The Youth Offer Working Group is chaired by the Commissioner (Youth Provisions) and includes the Area Co-ordinator with lead responsibility for the Youth Service.

6. LEGAL APPRAISAL

- 6.1 The Council has a responsibility to co-ordinate and offer support for the Health and Well Being of Young People set down in Statutory Guidance issued in 2012. The duty is to secure 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:
- Connect young people with communities so they contribute to society including through volunteering and ensure they have a voice in decisions affecting them
 - Offer young people opportunities in safe environments so they develop a sense of belonging, socialise safely with their peers, enjoy social mixing, experience time with older people and develop relationships with adults they trust
 - Support the personal and social development of young people to build capabilities needed for learning, work and the transition to adulthood
 - Improve young people's physical and mental health and emotional well-being;
 - Help those at risk of dropping out of learning or not achieving their full potential to engage and attain in education or training; and
 - Raise young people's aspirations, build resilience and informs their decisions – particularly to address risky behaviours

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

The Youth Service as part of the Council's commitment to the District has a responsibility to ensure that the service is accessible to all young people and that participation in the service reflects this approach.

7.2 SUSTAINABILITY IMPLICATIONS

The Youth Service delivery enables local initiatives to be supported, encouraging groups and individuals to undertake activities that improve the social, economic and environmental well being of their communities.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

There are no Greenhouse gas emissions impacts arising from this report.

7.4 COMMUNITY SAFETY IMPLICATIONS

A number of youth projects are either directly or indirectly concerned with improving community safety within local communities. The increased involvement of young people in local decision making has the potential to improve community safety. The youth sector plays a key role in ensuring that young people's voices are heard.

7.5 HUMAN RIGHTS ACT

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

7.6 TRADE UNION

There are no implications for Trade Unions arising from this report.

8. NOT FOR PUBLICATION DOCUMENTS

None.

9. OPTIONS

9.1 That the Overview and Scrutiny Committee adopts the recommendations outlined in this report.

9.2 That the Overview and Scrutiny Committee adopts the recommendations outlined in this report, with amendments.

9.3 That the Overview and Scrutiny Committee decides not to accept the recommendations outlined in this report

10. RECOMMENDATIONS

10.1 That the work undertaken by the Youth Offer Working Group as detailed in Appendix A of this report be welcomed.

10.2 That the Committee considers and comments on the proposals and recommendations made by the Youth Offer Working Group in Appendix A.

11. APPENDICES

11.1 Appendix A: Delivering a new Youth Offer for Bradford District

12. BACKGROUND DOCUMENTS

12.1 Bradford Council Youth Service, Document 'W', Children's Services Overview and Scrutiny Committee, 22 October 2015.

12.2 Bradford Youth Offer Review, Document 'BQ', Council Executive, 10 March 2015

Delivering a new Youth Offer for Bradford District

Proposed by the Youth Offer Working Group

Introduction

This document proposes a way forward for establishing a new Youth Offer for the Bradford District in response to the recommendations made in the Youth Offer Review report of November 2014.

The Youth Offer Working Group was formed following the independent Youth Offer Review and reports and recommendations that were taken to the Councils Executive in March 2015. The aim of the Youth Offer Working Group was to bring people together from across the youth sector to explore the review findings, and develop closer working arrangements in order to enable recommendations from these reports to become reality. The Youth Offer Working Group has representatives from the voluntary sector, the council, the police, community and faith sectors and feeds into the Core Strategic Group of the Young Lives Bradford Network and Bradford Council's Active Citizenship New Deal Partnership.

This document outlines the summary of discussions in relation to what are considered to be key elements of the Bradford Youth Offer, what this looks like now and where the opportunities are to make changes. It has used the findings of the review to formulate the recommendations in light of a changing environment in which youth work operates and of the pressures on public sector funding.

This document is intended to support the budget considerations in relation to Youth Work and its future in the District. It recognises the need to do things differently and to increase the sharing of expertise and resources across the whole youth sector.

What is the Youth Offer?

The Secretary of State for Education provides guidance to local authorities on services and activities to improve young people's well being. This guidance outlines the expectations in relation to young people's equality of access to a range of positive, preventative and early help services and activities that improve young people's well being. We call this the Youth Offer, recognising that 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. Bradford's Youth Offer aims to ensure a range of activities and services that take place in safe spaces, where young people can develop a sense of belonging, socialise with their peers, enjoy social mixing, spending time with other people and develop relationships with adults they can trust. The Group felt that in the Bradford Youth Offer it is important to include a range of services that support personal and social development for young people, raise aspirations and build resilience.

Who delivers the Youth Offer?

In Bradford the youth offer is delivered by a range of providers including Bradford Council, health, schools, voluntary sector, informal community groups, housing associations, faith groups, uniformed organisations, the police and private sector organisations.

Why a new offer?

There are a number of reasons why there needs to be a new youth offer

- **The Youth Offer Review** The Council conducted a review into the Youth Offer. It recognised strengths of the existing offer, but also recognised that there is a need for change. This document is part of the progress of moving this offer on.

- **The severity of the cuts** Bradford is facing in the public and voluntary sectors means that the current levels of funding for all services and activities need to be reviewed.
- **Bradford's New Deal initiative**, a response to the austerity measures this recognises that there is a need to do things very differently in the future which will involve increased partnership working and communities taking a more active lead. The Youth Offer therefore needs to reflect the New Deal principles:
 - **Principle 1: Enabling Community Leadership** – the District should have a culture and systems of governance which are vibrant, inclusive and democratic.
 - **Principle 2: Integrated Local State** – the Council and other public bodies which constitute the local state will integrate planning and delivery so that shared priorities, based on wellbeing outcomes, drive decision making, joint commissioning, resource allocation and joined up services and relationships with citizens and service users.
 - **Principle 3: Reducing Demand, Changing Expectations and Behaviour** – Policies and strategies will be focused on actively managing, and where possible, reducing demand for services in order to manage costs within reducing resources and to eliminate waste.
 - **Principle 4: Investing in Prevention and Early Intervention** – A critical approach to managing demand in ways which reduce cost, eliminate waste and develop more positive, co-productive behaviours is through shifting strategies upstream towards preventing costly problems occurring in the first place, or at least intervening in problems before they become chronic and intractable.
 - **Principle 5: Reducing Inequalities** - All policies and strategies will aim to reduce the inequalities in income, health, education and other aspects of wellbeing which have affected and excluded significant parts of the population and which limit opportunity and life chances.
 - **Principle 6: Subsidiarity: decision-making is devolved to the lowest appropriate level** – so that strategies and services can be tailored to meet the needs of specific individuals, families and communities.
 - **Principle 7: Productivity and Value for Money** – policies and strategies will be able to demonstrate a commitment to delivering improved outcomes or reduced social costs in ways which minimise financial cost and waste and maximise economic efficiency and societal impact.
 - **Social media and new technology** are already changing how young people access information and support. The youth offer needs to reflect that.

This paper explores some options for delivering the new youth offer. One thing is clear, however, is that “no change” is not a viable or sustainable option.

Foundations of a new Youth Offer

The Youth Offer review and subsequent council decisions recognise the need for greater strategic collaboration. The Youth Offer Working Group proposes that the

key foundations to a successful youth offer for Bradford District are:

- **Variety of experience:** Central to the offer will be the concept of ensuring that there is a variety of experience on offer. This includes variety of provider, variety of setting and variety of activities offered in local neighbourhoods.
- **Safeguarding:** All provision irrespective of size and sector (public, private and voluntary) should meet minimum safeguarding standards as outlined by the Bradford Safeguarding Children's Board and be able to evidence this.
- **Ensuring quality across all provision:** Currently it is unclear what "good" looks like. Equally different provisions use different measures to demonstrate their work. Provision should use the same outcomes and measurement. A 'kite mark' should be developed which sets out from a young person's view, what good provision looks like and allows organisations to assess their strengths and weaknesses. It is, however, vital that any expectations are proportionate and reasonable. With the exception of meeting minimum safeguarding standards, expectations on a very small informal group operating a couple of hours a week should be different to expectations on large well established organisation working with vulnerable groups.
- **Young person led:** Young people should be central to the planning, delivery and decision making. This is explored more within the sections on youth voice and active citizenship. Arrangements should be in place to enable young people to be actively involved in inspections on the quality and accessibility of provisions.
- **Community cohesion:** Opportunities to interact with young people from different backgrounds are vital and contribute to building community cohesion. Organisations would be encouraged to create opportunities to link up with other groups of young people
- **Inclusion:** It is vital that barriers to participation are overcome. This has two aspects:
 - Individual support to young people to help them overcome barriers and be able to access open access provision.
 - Organisational development to help organisations and staff adapt their services and activities to be genuinely inclusive – this support includes access to resources and training and will help organisations working towards the kite mark, and to benchmark approaches and performance to identify how we might improve impact and cost effectiveness.
- **Supporting health and wellbeing:**

Activity under the youth offer contributes significantly to developing young people's health and wellbeing. Its contribution to improving the mental health and emotional wellbeing of young people is particularly important. The Group is working on strategic alignment with work to review CAMHS and mental health provision.
- **Learning Opportunities**

Activities should enable young people's learning and achievements to be recognised and learning outcomes to be achieved. This will be through a diverse range of formal and informal methods, including awards and accreditation. Young people should be supported to recognise and celebrate their achievements.
- **Pathways to Opportunities**

All activities should be seen as part of a continuum and young people should be encouraged to take ownership of their own pathway and to explore the variety of opportunities and settings. Underpinning this will be:

 - Ways to help young people find out what is available

- Support to young people to access and explore the opportunities available
- Organisations, staff and volunteers taking active steps to understand the other provision available and promote it.
- **Cross-sector working**
Greater partnership across the whole of the youth sector and greater collaboration is a key tenet of the youth offer and new deal. Central to this is an increase in cross-sector working. There are two strands to ensure this is achieved:
 - An increased level of face to face contact between young people who are supported by different providers – a greater range of cross-sector young people’s activities that build on and increase partnership working.
 - Greater level of strategic co-operation, including, co-design, joint commissioning, joint delivery and embracing new ways of working
- **Capacity building:**
This would seek to:
 - Maximise the resources across the district and avoid duplication: sharing equipment, resources, staffing
 - Build on partnership working
 - Opportunities to maximise interaction and sharing
 - Capacity building support should be focussed around enabling organisations to work towards achieving the kite mark.
- **Commissioning Processes:** Commissioning for services to children and young people should:
 - be aligned and appropriate to the youth offer, referencing the key principles outlined including supporting information advice and guidance, developing young people’s voice and engagement and promoting active citizenship.
 - Use appropriate methodologies to secure appropriate services, including grant funding, alliance commissioning: selection of methods should depend on the service and activity being purchased.
 - Be designed to maximise external funding

Elements of the Youth Offer

The Working Group is proposing five elements to an improved Youth Offer. These are described in more detail below:

1. Information and advice
2. Voice and influence
3. Open access
4. Targeted provision
5. Active citizens and young people’s contribution to community life

1. Information Advice and Guidance (IAG)

This includes advice on education, skills, health and emotional wellbeing. It encompasses both formal provision and informal provision.

What does it look like now?

- Two Info Shops (Bradford and Keighley). These offer a service for those young people who don't access "youth clubs" or other provisions. Numbers accessing the Information Shops have reduced significantly in recent years.
- Lots of Informal IAG by Youth Workers, professionals, volunteers within other provision. There is variability in terms of how well connected this is with other provision and how the quality of this is ensured.
- Schools provide IAG but young people who don't fit in to mainstream schools have less access to IAG.
- Sometimes the offer is too "formal"
- Better use of social media and the internet would offer young people access to a wider range of services

What do we know from young people?

- Young people are voting with their feet and using the Information Shops less than previously. Combined visitor numbers for both Shops have gone down from 30,213 in 2010-11, to 15,337 in 2014-15.
- Increasingly young people are using social media and IT to access and seek Information, Advice and Guidance.
- The youth offer should focus on providing support and activities that make a difference to young people's lives and not simply provide access to leisure activities (Youth Offer Review)
- The youth offer should focus more on providing support for young people to develop their learning potential than current provision does. (Youth Offer Review)
- 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. (Youth Offer Review)

Options for Change

1. New models of provision: District and sector-wide dispersed IAG model: develop a district-wide IAG service which supports other providers, as well as the Council, to provide IAG at a time and place convenient for young people to access (recognising that many organisations already do this informally as part of their provision). Move away from having just two dedicated drop in places to having a wider range of places where young people can drop in (like the help I am lost card). This would enable:

- More outreach work to be done – take IAG support to existing provision.
- Enable more pro-active sharing of information – focus on informing other organisations and providers.
- Horizon scanning - identifying what young people want

- Increase use of social media - recognising the changes in youth behaviour for accessing IAG
2. **Changes to commissioning:** Ensure all Council funded provision (whether in house or commissioned) provide a base level of IAG as a core part of their work – formally recognising the informal activity undertaken, and introduce a requirement to be up to date and collaborative.
 3. **Increased partnership working:** Explore options to undertake further partnership work (e.g. Prospects “What if I....”)

Recommendations:

- That IT solutions and technological responses are explored and maximised
- That Information, Advice and Guidance work is delivered using the ‘dispersed’ model set out above and embedded into all youth work provision in the District

2. Voice and Influence

This encompasses:

- Influencing how provision is run: planning, governance, recruitment of staff
- Participating in decision making bodies and influencing local and national government
- Raising issues and campaigning on issues

What does it look like now?

- The Youth Offer Review recognised significant work needs to be undertaken to increase and improve youth voice.
- There is some youth voice provision but it is not co-ordinated or consistent. Opportunities for young people to feed in to existing ‘systems’ are difficult and sometimes too bureaucratic for them. Existing provision is not necessarily representative of all young people in the District. There are VCS forums that exist and are keen to link up to decision making processes, but there is no effective mechanism for doing so.
- There are pockets of consultation undertaken but not consistently and is not necessarily young person friendly. It is sometimes adult consultation with young people invited, rather than being tailored. Opportunities to be involved are not always well communicated; it is not always clear what is being asked, why it is being asked, what difference it can make and what the impact has been.
- Many organisations involve young people to some extent in the running of the organisation (governance, planning internal consultation, advisory committees).
- Organisations have forums that enable young people to discuss issues relevant to them but there are not necessarily opportunities for these voices to be heard outside the organisation.
- There is some involvement by young people in recruitment of staff but this is not consistent or across all provision.
- There are some good practice models of local young people and Area Committee Grant Giving Groups working together, e.g. YOF grants
- Youth service reports take young people to Area Committees and other meetings. It is much less common for other (non-Youth Service) groups of young people to be present at Area Committees.

What do we know from young people?

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 a 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 services they offer.

Young People identified that the chance to have their voices heard was an important element of the Youth Offer.

Options for Change

1. **Adapt consultation processes to make them more young people friendly:** Adapt language and approach to be more accommodating to young people. This includes reflecting on language used and how accessible existing consultation mechanisms are to young people. Consultation needs to be planned and invested in and appropriate for young people. This may involve social media, consultation in young people friendly environments, or going to where young people already are.
2. **Co-ordination and enhancing existing opportunities:** Link up what is already there – greater impact could be achieved by existing activities if they were better joined up.
3. **New opportunities for engagement:** Create opportunities for engagement that are meaningful, are achievable, have feedback and engage YP in what they can do.
4. **Nurture new and emerging youth voice opportunities and groups:** Some recent opportunities that young people have taken part in include:
 - December 2015 - 60 young people took part in a consultation with the members of the Children's Trust Board in identifying initial priorities for the new District Children and Young People's Plan.
 - February 2016 - 120 young people took part in the Youth Sector Partnership run Youth Voice Event looking at the priorities for the District Plan, the Children's Trust next steps and the Universal Safeguarding Board Anti Bullying survey.
 - February 2016 - 70 young people from across the Youth Sector have taken part in the first ever visit by the Home Office Select Affairs Committee to add their voice to the enquiry into the Prevent Policy.
 - March 2016 - the Children's Commissioner for England visited the District and undertook a series of visits to speak to young people living in Children's Homes, using Homeless Projects, young people on Supported and Independent Housing Pathways, Children in Care and Youth Provisions and Information Service Users. This 2 day visit enabled young people who would not have routinely engaged with youth voice style events to be heard and influence directly those who have influence on National Youth Policy.
5. **Social media:** Greater use of social media to engage with young people. Could link with universities to offer student placements to develop social media, apps and other initiatives to support youth voice.
6. **Commissioning requirement:** All commissioning/commissioned services should have participation expectations

7. **Quality improvement:** Encourage organisations to reach/develop a Voice and Influence Quality Mark
8. **Area Committees and other Council Committees:** To ensure that when there are issues relating to young people, that opportunity is given for young people's voices to be heard.

Recommendations

- Build on the existing youth voice work and look to ensure pathways that enable this to become more joined up across the District.
- Develop a mechanism for sharing good practice and create opportunities for Youth Voice to be embedded into youth work practice across all sectors

3. Open Access

This incorporates any activity that is open to any young person in the District. Whilst this activity may be aimed at particular communities of geography, identity or interest, open access provision is not exclusively for young people from that community. This could include:

- Provision by faith groups that is open to young peoples who don't hold that faith
- Provision by a disability group that is also open to non-disabled young people
- Provision by uniformed organisations
- Sports clubs
- Youth clubs serving a particular place

What does it look like now?

- There is a relatively strong provision of open access
- There are perceived and actual barriers to access including cost, transport and safety
- Some vulnerable groups face particular challenges accessing provision.
- There are some gaps in provision and some duplication.
- There is a wide range of providers Faith, VCS, Council
- There is a need for more/better understanding of what different VCS and Faith organisations can/ do offer
- Open access is supported by small amounts of grant funding
- Varying ability to provide for additional support needs

What do we know from young people and the Youth Offer Review

- 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.
- The Youth Offer Review young people's steering group was 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

- 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
- 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.
- 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.

Options for Change

1. Reconfiguration of provision:

- a. The Council could work more closely with VCS and Faith providers to ensure consistent coverage and lack of duplication of open access opportunities
- b. Supporting local people to become volunteers in open access provision and take over the provision, enabling staffing resources to be prioritized on capacity building, outreach and addressing barriers.
- c. Develop a collaborative/partnership approach – jointly planning provision and developing good practice together and to ensure open access activity is inclusive and open to all.

2. Collaborative work to seek resources and use existing resources more effectively.

- a. Joint work undertaken to bring in external funding to support open access provision.
- b. Increased sharing of existing resources (e.g. learning opportunities, facilities)

3. Innovative ideas to use resources more effectively.

- a. For example: offer free leisure activities and have IAG outreach provision available

4. Develop common standards/outcomes for open access provision

Recommendations

- Build on the existing mixed delivery model for open access provision which is part-funded by the local authority, and develop the Council's and the voluntary, community and faith sectors' delivery to agreed outcomes that align with the Youth Offer and guidance for services that improve young people's health, well-being and learning potential.

4. Targeted Provision

Targeted provision will usually be exclusively for people who fit certain criteria or where there is an expectation that a certain proportion of participants meet such criteria. This will often be provision that is issue or agenda driven and activity that is prioritized by particular funders.

What does it look like now?

- There are some good elements, which can be seen to deliver
- Current provision is generally based on historical arrangements and therefore may not always meet current needs. There is no clear system for refreshing/reviewing if the offer is still "sufficient"
- Targeted provision is generally funding and agenda driven and therefore less flexible. Where funded by grants there is often a greater element of flexibility.
- There is, in general, not a lot of innovation – although there are some emerging models
- There is a lack of clarity as to what is defined as targeted and why particular groups are targeted. Not clear what groups are defined as targeted groups / different definitions in the sector
- Targeted work is not always tied into the bigger picture

What do we know from young people and the Youth Offer Review

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.

Options for Change

1. Develop new flexible and responsive delivery models within commissioned services

- a. Innovation partnerships – working together to achieve something
- b. Social investment could be considered/explored (social investment bonds)
- c. Targeted money could be 'seed' money with defined outcomes requiring other funding to support delivery (in kind and other grants)

2. Review and redefine which groups are 'targeted' - this needs a process for identifying changes to need/targeted groups and being able to adapt to change and emerging needs

3. Reduce duplication and co-ordinate activity:

- a. Need to consider who else is doing what to reduce/ensure no duplication
- b. Where young people already have key workers (some statutorily) i.e. LAC could we reduce the other professionals working with these groups (i.e. youth workers, NEET workers)

4. Ensure better support to young people to enable access to targeted provision/universal provision. This includes more promotion to targeted groups of the offer available in open access provision and including actively breaking down perceived and real barriers to access for some young people.

Recommendations

- To ensure innovation is supported and developed
- To consider, through commissioning, to allocating small amounts of funding to groups where there are opportunities for additionality and increased opportunities to access other funding

5. Active citizens and young people's contribution to community life

What does it look like now?

- **Pockets of good practice:** There are some pockets of good practice (e.g. the allocation of YOF grants by Area Committees, Play partnerships involving the community) but there is no consistent approach.
- **Young people's volunteering opportunities:** Young people do volunteer already, but there are not necessarily ways to ensure progress, support them to the next steps or ensure the quality of the opportunities.
- **National schemes and award programmes:** NCS is available in the District, but this is only one model and will not be suitable for everyone. It is unclear how effectively NCS reaches a wide variety of different young people. Some citizenship opportunities are available as part of award schemes (e.g. DofE and uniformed organisations' schemes) but completing the award can be the main motivating factor.
- **"Enforced citizenship":** Some activity has a community benefit but is undertaken as a result of a sanction, judicial process or other enforced process, e.g. reparation work, Restorative Justice work
- **Missed opportunities:** The private sector is not active in initiating opportunities
- **Insularity:** Opportunities and activities don't always look beyond the immediate boundaries or broaden young people's horizons beyond Bradford
- **Focus of activities:** Sometimes active citizenship activities are focused on those who are not performing well – need to balance this with supporting and engaging those who are high performers
- **Adult led:** Much of the activity is adult led or directed. Adults also can be perceived as providing too much for young people, rather than encouraging and facilitating young people to devise their own solutions. Some practitioners have forgotten the "bread and butter" of youth work and "do too much" for young people rather than facilitating young person led action.
- **Faith based action:** Faith groups have a strong ethos in activities that make a difference within a community and would be keen for young people to take a more active role in identifying opportunities.

- **Funding:** Currently very little active citizenship work is explicitly funded by the Council, although some funded activity will contribute to developing young people as active citizens.

What do we know from young people and the Youth Offer Review

- Volunteering was relatively low on young people's priorities.

Options for Change

1) Developing pride in the city and other parts of the District.

- a) Work could be undertaken to develop pride in Bradford and promoting the positives of living in Bradford District. This could include work around the City Park and other places where young people meet.
- b) By developing and maintaining contact with young people, including those who move out of the area, the achievement of Bradford District's young people can be celebrated. In the future these young people may be in a position to support Bradford's communities.

2) Greater expectations of young people to play a role as an active citizen

- a) There should be a greater expectation that young people take a role as an active citizen and develop their own solutions. "The offer" currently doesn't expect enough of young people.
- b) Back to basics youth work – only doing for young people what they cannot do for themselves
- c) Young people should be encouraged to generate funding themselves to support things they want to do.
- d) Rather than running activities for young people, a more facilitative approach should be taken which rewarded giving and taking independent action.
- e) A greater emphasis on encouraging informal action like putting older people's bins out.
- f) Celebrate active citizenship - support young people in understanding the impact of small acts of kindness/citizenship
- g) Sessions could have some time allocated when there is "consideration of others" – instilling this in to young people's thoughts.
- h) Empowering young people to make 'safe' decisions when taking active citizenship roles, thereby building young people's resilience.

3) Funding and financing:

- a) The Council should place more emphasis on active citizenship within funding arrangements for all young people's services.
- b) Encourage private companies to invest in young people in local areas where they are based.
- c) Encouraging local "giving" – create a community fund for young people.

4) Co-production and partnership: Focus on how young people and services can work together to achieve things in communities; learn how to build crowd support for ideas and influence people and build relationships.

5) Linking into faith groups and multi faith activities: ensuring these activities are visible and open offers to young people to participate. We need to learn from good practice e.g. Mosques/Madrassahs who are actively promoting active citizenship.

- 6) **Increase networking and sharing of resources:** to ensure that opportunities and ideas are shared and that young people have access to a wide range of resources.
- 7) **De-specialising and de-mystifying how to engage young people** – encourage all providers of active citizenship opportunities to consider how they can involve young people

Recommendations:

- Seizing opportunities that challenge young people to take social action
- Re-focus youth work practitioners towards ownership and towards young people being “creators not consumers”
- Influence and shape provision to develop opportunities for active engagement
- Developing initiatives and projects that are delivered by cross sector communities, VCS and the Council

Next Steps

The Youth Offer Working Group will continue to meet to oversee the implementation of the proposals and recommendations contained in this report.

Youth Offer Working Group

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