

CITY OF BRADFORD METROPOLITAN DISTRICT COUNCIL

SAFER AND STRONGER COMMUNITIES IMPROVEMENT COMMITTEE

**ENQUIRY INTO DIVERSIONARY SERVICES FOR YOUNG PEOPLE WHO
OFFEND OR ARE AT RISK OF OFFENDING**

1 Introduction

The Safer and Stronger Communities Improvement Committee conducted an enquiry into diversionary services for young people who offend or are at risk of offending between October 2006 and February 2007. The Committee heard from 5 external providers of such services, both from the district and elsewhere.

This report summarises the evidence received from those organisations and draws some conclusions for the Council and other service providers and commissioners to consider.

2 Background

2.1 When the Safer and Stronger Communities Improvement Committee considered its work programme in summer 2006, we decided to consider provision for young people that diverted them from criminal activity or from being at risk of criminal behaviour. We decided to focus on organisations showing good practice that worked with young people to:

- Divert from offending behaviour
- Improve educational attainment; and
- Raise levels of school attendance

2.2 The Committee decided to consider this subject in the context of the "Respect Agenda"

3 Work Undertaken

3.1 The Committee undertook the following activity:

Date	Action
6.9.06	Initial discussion on the scope of the enquiry
10.10.06	First evidence session
7.12.06	Second evidence session
13.12.06	Third evidence session (as part of a regular meeting)
10.1.07	Fourth hearing (as part of a regular meeting)
7.2.07	Initial conclusions circulated to members for comment

- 3.2 A list of those who gave evidence to the Committee appears as Appendix One.
- 3.3 The Committee heard from some organisations that are clearly providing high quality services to young people who offend or are at risk of offending. A summary of their evidence appears as Appendix Two to this report. Transcripts are available of all the evidence-receiving sessions. The Committee is very grateful to all those who gave their time and expertise to help us in our work.

4 Recommendations

These conclusions are directed primarily to the Portfolio Holder with responsibility for Children’s Services and the Director of Services to Children and Young People. Whilst we are sure that they are already addressing many of the issues raised with the Committee, we feel that this report may assist them in their work.

The recommendations below are made in the context of the Committee’s view that there is clear evidence that some high quality services are being provided to this group of vulnerable young people. The creation of a single department working towards achieving the five outcomes of Every Child Matters on behalf of all children and young people in the district gives the opportunity to check that there are appropriate levels of co-ordination across different service providers and that the service commissioning process ensures the best pattern of service and that the system does not create “perverse incentives”.

<h4>Recommendation 1</h4>

<p>The Portfolio Holder for Children’s Services and the Director of Services to Children and Young People are asked to consider this report as they further develop services for young people who offend or are at risk of offending. The Director of Services to Children and Young People is asked to report to the Safer and Stronger Communities Improvement Committee by March 2008 on the development of services to vulnerable people.</p>

- 4.1 The Committee set out with the original aim of identifying examples of good practice. We are confident that aim was achieved! The Committee heard from many organisations and was impressed by the commitment of all concerned. There is clearly a wide range of excellent services that are established to provide services for this group of young people. Whilst it may seem simplistic to recommend that the Council and all others learn from examples of good practice, too often this does not happen. The Audit Commission, in their recent Annual and Audit Inspection Letter, pointed out to the Council that this should happen as a matter of course.

Recommendation 2

The Director of Services to Children and Young People is asked to consider ways in which best practice can be shared amongst providers and commissioners.

4.2 Funding Continuity and a Commissioning Framework

The Committee recognised the challenges faced in particular by voluntary organisations in receipt of short term funding, although it recognises that this applies to parts of the statutory services, such as the Youth Service as well.

It is unrealistic to suggest that there should be no short term funding – and in some instances this can both increase the amount of support available to this group of service users and allow valuable experiments to take place. The *Think Again Project* is a good example of an experiment that seems to have made a real impact at cost of only £5000 (and considerable goodwill). We hope that there will be opportunity to evaluate *Think Again* and to consider how it might best fit into the framework of service provision.

Working within a commissioning framework allows greater certainty to organisations about their funding over a given timeframe. It also gives clarity about the range of services identified as meeting the needs of vulnerable young people.

Recommendation 3

The Director of Services to Children and Young People is asked to ensure that there is a robust commissioning process in place that is designed to implant the relevant parts of the Children and Young Peoples Strategic Plan. The Director is asked to confirm to the Committee that such a commissioning process is in place by December 2007.

4.3 Working with Schools

The committee heard some good examples of how schools (for example Salt Grammar) work effectively with a range of providers to meet the needs of young people on their roll.

However, they also had some worries that funding systems for schools sometimes made it difficult for schools to release resources when young people are accessing other services as an alternative to school attendance.

Schools also have the understandable tension between meeting the needs of the majority of pupils and addressing the needs of a small, but potentially disruptive group of pupils who need different kinds of support.

Funding regulations and performance targets can sometimes lead to “perverse incentives” and militate against different parts of the system working together in the best interests of the young people concerned.

Recommendation 4

The Director of Services to Children and Young People is asked to confirm that schools and the providers of alternative services to young people who offend or are at risk of offending are aware of each and of their different roles and work together within an agreed framework to ensure that the best interests of young people are met and that funding regulations and performance targets do not create systemic obstacles to this.

4.4 Centralised management arrangements for support to young people not attending school

The Committee felt no great enthusiasm to recommend adopting the centralised model that has been introduced in the Birmingham district. However, Birmingham does seem to have improved outcomes for young people through their approach. The Committee is sure that Education Bradford seeks to learn from other parts of the country in its aim to increase school attendance and – if they have not already examined the approach adopted by Birmingham – may wish to contact them or visit to see if there are further lessons that could be learnt. However, the register of resources maintained by Birmingham seemed to have a positive benefit both to those responsible for meeting the needs of young people and for service providers.

Recommendation 5

The Managing Director of Education Bradford is asked to consider contacting Birmingham Council to identify any learning points.

The Director of Services to Children and Young People and the Managing Director of Education Bradford are asked to consider the provision of an updated register of resources.

4.5 The Committee is aware that much of this work will be of interest to the Young People and Education Improvement Committee in its work throughout 2007/8 and beyond. They may wish to consider the outcomes of this enquiry and the Safer and Stronger Communities Improvement Committee would be happy to assist them in this.

Recommendation 6

This report is recommended to the Young People and Education Improvement Committee, which may wish to consider it as part of its business in 2007/8.

5 **Conclusions**

The Safer and Stronger Communities Improvement Committee has found this enquiry both valuable and interesting. It was a pleasure to talk with so many dedicated and skilled people and we would like to thank them for their input. The Committee will be very interested to hear later in 2007/8 about how these services are developing and the response to this report.

Cllr Mohammad Masood
Chair, Safer and Stronger Communities Improvement Committee
April 2007

Appendix One

Organisations Submitting Evidence to the Enquiry

Learning and Skills Council (Written Submission)

Paul O'Hara, Youth Offending Team, Bradford Council

Chris Whiley, Head of Youth Service, Bradford Council

Eric Gibbs, Motor Education Project / JAS

Aubrey Sitch, Lighthouse Group

Mohammed Aslam, Himmat and Ummid

Paul Craven, PRISM

Salima Hafajee, BYDP

Colin Barker, Young People's Support Unit

Nicky Martin, Pupil Connect, Bradford

Lyndsey Brown, Bradford Secondary Pupil Referral Unit, Think Again Project

Stewart Jessop, West Yorkshire Police, Think Again Project

Richard Foster, Salt Grammar School

Summary of Evidence Sessions

Evidence Session – 10 October 2006

The Committee heard from:

- Youth Offending Team
- Youth Service
- Eric Gibbs, Motor Education Project
- Aubrey Sitch, the Lighthouse Group
- Mohammed Islam, Himmat
- Paul Craven, PRISM
- Salima Hafajee, BYDP
- Colin Barker, Young People's Support Unit

Youth Offending Team (YOT) (Paul O'Hara)

The Youth Offending Team is focused particularly on targeted intervention.

The Audit Commission looked into youth crime in 1996 and identified risk factors that could lead to social exclusion including;

- very poor parenting between 0 and 3 years old
- Truancy and exclusion
- Unstable living conditions
- Lack of training and employment - literacy and numeracy skills are too low
- Drug and alcohol abuse

In Bradford we have a strong and active voluntary sector and a whole range of partnership arrangements. The voluntary sector has become much more active in engaging the difficult young people who are causing some of the most concerns to the YOT and to local communities. We need also to ensure that young people can contribute and communities learn to value young people.

In terms of crime, young people as well as the elderly are the most vulnerable of being a victim of crime; issues around crime and safety are reflected in the concerns raised by the Bradford Youth Parliament. Public confidence in the criminal justice system is very low, and at the same time there's a general interest in tackling anti-social behaviour as part of the Respect agenda. It's worth noting that most young people don't offend; three-quarters of offences are actually committed by adults.

There is a range of work that the Youth Offending Team does with their partners across Bradford, from pre-Court right through to custody. The work

being done is much more successful earlier on in the criminal justice system; clearly, prevention is important.

Bradford Youth Service (Chris Whiley)

The main role of Bradford Youth Service is to extend young people's experiences and aspirations and widen young people's horizons. We provide enjoyable opportunities for young people to participate, achieve and celebrate their learning. Through their voluntary engagement young people are enabled to design and deliver services. Young people's rights and responsibilities are central to our work.

Focussed on the 13-19 age range. Clearly, children and young people younger than that need services, but there is a very definite need to look at adolescence.

Voluntary engagement by young people and the Youth Service can be successful because young people choose to take part, and this choice is very important.

Need to strike a balance between targeted provision and open provision.

The Every Child Matters outcomes that we are working towards where there's a commitment that all young people will reach these outcomes, clearly some children and young people need more support in order to get those outcomes. Children and young people want to be like other children and young people they don't want to be called 'looked after children' or 'disabled' children. The Youth Service runs Positive Activities for Young People during the school holidays. We run them for all young people not just for young people who are involved with the Youth Offending Team to encourage the effect of positive role models.

Youth Matters, (as the Government says Every Child Matters for teenagers) has four key areas. One of the key areas is the notion of places to go and things to do.

Another key area is Voluntary and Active Citizenship, young people are already involved in their local community, often this is not recognised but it is something again that is growing and being supported. Ensuring that young people have the right information, advice and guidance so that when they leave school they are going on to a positive outcome is another key area. The fourth area is targeted support, recognising that some young people need extra support in order to access the other three key areas.

Bradford has an issue with low achievement, low aspirations, and one of the things that Youth Services are now doing is recording and accrediting young people's learning outcomes. This is a very positive way forward for the sort of young people who are coming out of school with no formal qualifications.

A lot of voluntary sector partners now, and have done for some years, provide accreditation. We've just developed a local award, the Bradford Local Youth Award, which we've just started running from September 2006 which is going to be accredited through ASDAN. It is very much focused at those young people who've got nothing and feel that they can achieve nothing.

Motor Education Project and Joint Activities Service (JAS) (Eric Gibbs)

Motor Education Project and JAS have existed for a long time in Bradford and came off the back of a project from the early 1980's.

Our mission is to overcome disadvantage and lack of provision for young people across the city by a range of opportunities for them to enhance local communities by improving the behaviour of young people in them and thereby supporting community safety and regeneration strategies, and to support local and national government strategies which enhance the opportunities for young people.

We have 16 bases for provision across the Bradford district.

MotorEd is directed towards auto crime and directing a young person's development away from auto crime. We have a wide range of vehicles to engage interest, from hovercrafts, canoes, motorbikes, buggies, off-road bikes and a couple of boats on the canal. If you can't engage them in something that interests them, there's very little chance of you doing anything with them positively.

Through Joint Activities Service (JAS), we run a wide range of programmes that are intended to capture interest, develop self-confidence and provide an access to a developmental process that'll help young people stay out of trouble and develop attitudes towards good citizenship as they get older. We input a massive amount of effort into either stabilising kids back into school or in providing an alternative education process for them.

We work very closely with the Youth Service and the Youth Offending Team and the Young People's Support Unit

For every pound the Council invests in it, BMEP finds another five. For every pound the Council invests in it, JAS finds another 13. Every pound invested in crime prevention results in £10 saved through the costs of crime.

There is good coordination in Bradford with the coordination of the Youth Service, the Youth Offending Team, Connexions; we do actually work in a degree of harmony and they're mutually supportive.

There is a massive raft of new processes coming down on us. It's going to fundamentally alter the way we work and the way that we're funded. If we're going to continue to work in partnership it's essential that the Local Authority do keep us in the loop in terms of that partnership working keeping us

informed and not from diverting the resources that will come in through the Local Authority to agencies that are not in the voluntary sector.

The Lighthouse Group (Audrey Sitch)

The Lighthouse Group has been based on Great Horton Road for 19 years now. It was born out of a Church initiative to work with the local community. We're now an independent school, registered with OFSTED, delivering a whole range of services, including supported accommodation and lots of different distinct projects that provide excellent support for young people.

The Lighthouse Group is offering education, housing and support. We have 10 beds, 10 units of accommodation, particularly for young people leaving care. We work with up to 200 young people a year and take referrals from all over Bradford.

Our core work is to target 13-19 year old young people.

We work with the Youth Offending Team, Connexions, Careers Bradford, the Youth Service, and all sorts of other voluntary sector services and schools. We have qualified and registered social workers, teachers, youth workers, Connexions personal advisers, counsellors and arts therapists.

There is a very big need in Bradford - lots of young people, are being failed in statutory provision.

We need more provision; we are operating out of six different buildings that aren't fit for purpose, so we are looking to relocate by the end of next year near the M606 with a new building called the Centre of Excellence.

Case Study

Emma first came to us when she was 13. She was from a disruptive background, her brother is currently in prison, she had an absent father, abusive mother, she was involved in drugs, and she was heavily involved in all sorts of crime and had a Court Order over her a bit later on.

She came to us referred from the Pupil Referral Unit. We worked with her for 12 weeks which is about the amount of time that the Pupil Referral Unit were willing to pay for her to be with us. She was a very disruptive young person but we got her some qualifications that she wouldn't have got if she hadn't have accessed alternative provision.

We next saw Emma when she was 16. Her drug abuse had got worse, she'd had to leave home, she'd been evicted from other housing providers because of her disruptive behaviour and living out of bed and breakfasts. She came to our housing provision and with very gentle support, patience and love and affection that she hadn't seen before in a dysfunctional home, she came around to us eventually. It took about three months of hard work but eventually we got her to settle down and form a stable pattern of life.

At this point we also engaged her in our Education to Vocation provision which wasn't successful for her in the first 12 weeks because her life was so chaotic she would never turn up. We weren't supposed to work with her again after that because she hadn't attended so we were at the point of having to say no to her.

However, we pushed and eventually Careers Bradford agreed that we could work with her for a second 12 week period. She knew this was her final warning and boy did she turn something around. Her attendance shot up to nearly 100% and when she wasn't in we knew the reasons why. She had the opportunity of earning three equivalent GCSEs with us in numeracy, literacy and key skills and she got one Level 1 qualification and some accreditation for her basic skills. They're the three qualifications that we're offering from the Lighthouse Group.

She's now on an Education to Education course, training to be a hairdresser. She's now a charming young person, she's still challenging but she's lovely, and she's settled down and not offended in the last 12 months.

The voluntary sector is being pulled and stretched in all sorts of different directions. Trying to employ staff on a 12 week funded project is not really sustainable, nor great for the young people either when there's no succession for them. We would like to see an increased amount of provision for the young people who need it most.

We want to simplify funding streams so that actually money will follow a young person. We've all come across young people and we've had to say, sorry, you can't access this provision because you're living on the wrong side of the road, or perhaps particular requirements for the project that you're leading mean that they don't qualify for it because they haven't been NEET for long enough.

We'd like a level playing field between the voluntary and the statutory services. It's incredibly difficult to get schools to let go of money for young people who haven't attended that school for three years.

If we can level this playing field, if we can have open, accountable provision that looks at the cost effectiveness of what we're delivering then I think that'll help the situation.

Himmat Project (Mohammed Islam)

Himmat is an Urdu word which means 'maximum to one's own capacity' or 'to the best of one's own ability'. Ummid which is based in Bradford is called Hope.

A lot of our experience has been working with offenders, adult offenders, but we've got an ethos at Himmat - nobody was born bad and that change is possible. It might take longer, but it's possible.

In Bradford we have two units providing alternative provision for those young people who've been excluded from school. The Cop Shop in collaboration with the Youth Service – this is academic based because we require them to take key set pre-SATS. We've got 11-14 year old young people at the Cop Shop. At the YMCA, we work with very difficult young people, ones that the Pupil Referral Units and Local Authorities find too difficult. A lot of that is containment, and trying to move them on into some vocational qualification or eventually into college. They are referred to us via Bradford Education and the schools. It's on a full time basis, it's not time limited.

Achievements

- Last year we worked with 49 young people who are supposed to have full time academic provision.
- Their attendance averaged about in between 71% and 80%. (The only reason attendance was brought down was because we had two young people, one a traveller who we couldn't locate and another one was eventually sectioned because he came under mental health.)
- OCN qualifications and youth training - last year we had 41 modules submitted for accreditation.
- We've had a couple of kids for three weeks in our residential school as non boarders and now the parents are insisting that the kids are so well settled that they don't want any residential place.

There are a lot of young people in Bradford with a lot of difficulties. For instance, we had a young boy coming in at 10 o'clock; he'll have a stomach ache, he used to start crying, and it took us two months to find out it wasn't a stomach ache, he was just hungry. The only meal he got during the day was the one we provided. In 24 hours he was getting one meal. So now, the first thing he has is toast and an apple or something like that in a morning, just so that he can last till lunch time. We've got kids whose parents are drug users, they come in unwashed and they have got very low self-esteem, some of them may sleep rough.

Our working model is different, we support the families right the way through, we keep on knocking at their doors, we keep on going home and picking the kids up, we walk the streets to look for the kids. We're finding that some of the parents have got a lot of difficulties: it could be domestic violence, it could be drugs, but also simple things like benefits etc, and they are too reluctant to go and ask anybody else.

We have to wait for kids to be NEET before we support them. The young people we are working with are with us for three years maybe and then we take them to college and they lose that support. They are not NEET but they need support.

PRISM (Paul Craven)

PRISM is an amalgamation of the old City Farm and Bradford Police Club for Young People. PRISM was formed as an organisation in April 2006 in a three way partnership between the City Farm, the Police Club and Careers Bradford.

- Together as PRISM we provide alternative education, guidance and support and keep consistent principles and values.
- The young people that we engage with are those that are excluded from school, those that are on the verge of exclusion and/or young offenders, and quite often all three.
- We engage up to 50 young people a day on three sites: the City Farm, the Police Club (both based in Girlington), and more recently in Keighley in Braithwaite.
- We offer ASDAN accreditation with all of our programmes and we have about ten different sorts of programmes ranging from mucking out sheep to climbing up a brick wall. Occasionally, with some support, we can get them back into school.
- Our retention rate of young people is over 95% and our attendance is over 85%.
- We have a ratio of one youth worker or youth development worker to four or five young people.
- We have a range of indicators that we work to; the number of young people not in education, employment or training, the number of school exclusions and teenage pregnancy rate and the re-offending rate - all of our programmes are geared to reduce the rate.
- Our day time provision is targeted, but our evening provision just fun and enjoyment for the local communities.

Some of the projects: Bicycle Building for Fun, young people come and create their own bicycle. We have stolen recovered bikes, they rub them down, they clean them, there's a 12 part process and they end up with their own bicycle. We have horticulture, animal welfare, and we also work with Education to Vocation.

I think Bradford has done extremely well - not necessarily the voluntary sector, but Bradford per se - in including the voluntary sector on all the relevant committees, groups, boards. I myself sit on the Connexions West Yorkshire Board. The voluntary sector is very joined up and we're now in a stronger position than we've ever been. I joined Bradford six years ago and I have to say it was slightly dysfunctional in terms of people weren't aware of other partners, what everybody else was doing, but I can clearly state that isn't the case now.

The voluntary sector will always focus on targeted work. I think that's led by needs of young people and needs of communities; it's also led by needs of funding as well, that the funding is generally only there for us in the voluntary sector for those really difficult to place young people.

There's an opportunity for the emerging Children's Trust and the LAs to look at additional funding that could have an impact on the voluntary sector work.

Bradford Youth Development Partnership (BYDP) (Salima Hafajee)

We were established in 1999 from the Home Office Safer Cities Project which was very much about target hardening and crime prevention. It is an underlying theme within the organisation that if we engage young people in any form of tangible activity provision, they're probably least likely to offend.

The model of the youth team has been delivered by BYDP for the past six years and this was in direct response from the Community Safety under SRBs and under the Police about what to do with 18-25 year olds who've failed in the educational system.

So what they did was recruit teams of 18-25 year olds on two year training programmes, two days a week but then at the same time skilled them up to work in their own community with other young people. It was basically youth work on the cheap and it was peer education model. The disappointing fact is this has now been replicated in Belfast, in Stoke-on-Trent, in Tower Hamlets, but Bradford hasn't mainstreamed this.

Our Board of Trustees reflect partnership and those are the statutory and voluntary sector in Bradford and also each one of our project or programmes that is developed will work in partnership. We're very clear that no one organisation can tackle the issues with young people. It has to be a partnership approach.

I think the uniqueness of the voluntary sector that we operate under is that quick response to some of the new emerging trends in Bradford and also being prepared to take those risks, which I can say some of the statutory bodies will not do.

- We actually secure funding from as small at £500 up to probably three quarters of a million over several years.
- We are an approved centre for the Open College Network (OCN) and that's not just in terms of our own organisation when we have probably over a couple of thousand young people going through, through our work.
- We do not have a centre, we do not have bases; we are about targeted work or services for young people. We do is beg, steal or borrow campus and sites out there geographically to deliver our services to a targeted group or a specialist service to groups of young people.
- We are actually in a new base at the moment so we can deliver some formal training there, but as an Approval Centre we also do support each other's voluntary sector organisations as well, so one of our roles is to make sure that accreditation happens, particularly with OCN qualifications for other voluntary and some statutory organisations as well.

I think we've got some fantastic innovative projects within the voluntary sector, probably some in the statutory through pump-priming, but what we don't do is maximise that and work together, however;

- I think there's a direct lack of comprehensive mapping of youth provision in Bradford, whether it's a voluntary or whether it's a statutory provision. I think there is nowhere where you can go and find out collectively what's going on.
- this is a personal issue that I have and I think quite a few other people echo that: external organisations parachuting into Bradford to deal with local issues, London-based, Manchester-based organisations, coming in to do conflict resolution, coming into do work where they're doing to Bradford young people, and I think we've got so much talent in resources in Bradford that we should actually be putting a barrier up and saying we will do our own work.

G2G, Guidance to Girls – arisen from Secondary Schools highlighting to us the number of young women that needed advocacy in terms of being identified as being involved in substance misuse, within school time. Quite a number of these were Pakistani Muslim young women and in some of the schools they had white women with which the schools didn't have an issue suspending the girls and sending them home. They had difficulty in working within perceptions of cultural boundaries that the young women were saying, well, hang on, there will be issues at home, sensitivity; so they were looking for somebody to be the advocacy or work on it and they tried Social Services and they contacted BYDP and we got this from three schools that we went into to do the work and we did that on top of other work we were doing. So we identified there was a direct need for a project and now that is delivered in six secondary schools in Bradford.

Young People's Support Unit (Colin Barker)

The Young People's Support Unit was formed in 2004 and it brought together a number of short term Government funded streams with money aimed at crime prevention and social inclusion.

- The Young People's Support Unit was set up to become a one stop referral unit for anybody who felt that a young person between the ages of 8 and 19 actually needed support.
- The key partners throughout have been the Youth Offending Team, the Youth Service, Connexions and Children's Fund, and the voluntary sector through its various delivery arms.
- For many professionals out there in the city working in Education, Social Services, Health, was actually if you've identified that a young person needs support, who do you refer to? There's a number of a provisions but a lack of clarity about the criteria that some agencies would work with people for and for what length of time.
- The Young People's Support Unit is an attempt to try and look at the quality of provision that is being provided by its different partners and we are looking at the quality standards that we can all take on board and apply to the delivery to young people.

- At an very early stage, the Youth Offending Team put an investment into early intervention and created a team of people to work with those at the earliest stage of offending.
- Whilst I represent and manage the Final Warning Team from the Youth Offending Team, senior colleagues in the Youth Service sit alongside me actually looking at every referral that comes into the Unit.
- The vast majority of the referrals are not from Education and not the Youth Offending Team.
- When we first started, we had 700 referrals about young people who other agencies in the city felt needed additional support. What sort of support ranged from literacy and numeracy provision, provision around anger management, how to deal with bullying, how to behave responsibly, how to be a good citizen, and that's one of the themes that we've tried to build on with all the projects that make up a unit is the need to be responsible for your actions and to be a good citizen.
- A new aspect of provision that we're just about to try and develop is in relation to anti-social behaviour work.

Certainly everybody and others within this room will receive referrals from the Young People's Support Unit as we signpost on to the best provision for young people.

We have, within the building in Barkerend Road, the Final Warning Team which, clearly from the Youth Offending Team's point of view, is the early intervention point for the Youth Offending Team and is a big referrer to the other units. We've also a representative from Social Services who is there to try and direct looked after children into the correct provision.

Whilst Bradford does have a range of provision across the city, one of the things that we have been able to identify through looking at where referrals on young people come from is that there are gaps still in the 8-12 year age range. We sometimes significantly struggle to meet and signpost on to organisations those in that age range. Whilst some other organisations have talked about the focus on the 13-19, I think it's very important that we look at that 8-12 age range and focus on the transition problems that some people in that age range can experience, that transition being the transition from primary school into upper school.

One of the positive provisions that come about through the Government funding streams is the provision that went into the children's fund to look at the 8-12 age range. Many of the referrers, particularly in Education, at the primary school level are identifying those young people who are already not coping in mainstream provision, but they identify them at an age when they're going to cross over into another mainstream provision of upper school, and significantly a large number of these young people have fallen by the wayside and do need not short term support but much longer term support.]]

Clearly, the tensions are around about between building up universal provision and that for targeted provision but we attempt to engage those young people who are not already engaging in the universal provision. A theme that runs across all the providers is that of a voluntary commitment

from the young person and the parents to want support. Even when a final warning is given by the Police, the young person has to agree to undertake a change programme which we may assess that they need. I think that's been an absolute strength of the provision: that it is voluntary. All the different organisations: the youth inclusion projects, positive activities for young people, junior youth inclusion projects, positive futures were stressing the need for a voluntary commitment on the part of the young people to take advantage of provision that was on offer.

Each of those projects originally had their own referral form and we have tried to bring that together into one common referral form.

I refer also to the short term view of intensive provision which is, for constraints of resourcing, a number of the providers will only work for short periods to try and provide intensive support. For the vast majority of young people that is sufficient to re-engage them into wanting to learn, wanting to achieve, and wanting to take advantage of mainstream provision, but for some young people, particularly those who are identified through the Pupil Referral Units, they will need longer term provision intensively for one to two years. I'm not sure that yet we're geared up to providing for that small group of difficult young people.

Q&A session 10 October

Contracts to the voluntary sector are not fit for purpose. Have to undertake the same obligations, the same reporting systems for a £10,000 contract as perhaps Connexions or careers organisation would for two million.

The flexibility of the curriculum is welcomed and the cooperation of the schools.

On the issue of the Learning Skills Council, I think we've all been working hard with the Learning Skills Council to get them to acknowledge that we have far more young people who are at pre-entry stage and that some of the provision is actually set too high and I know that that's been recognised because there's been an increase in the amount of E to V provision primarily targeted at low achievers.

Early Intervention

SureStart initiatives which have been going now for a number of years are a long term investment to try and improve the circumstances of those young people they are working with. The Government is looking to establishing a National Parenting Academy and trying to establish much clearer what works.

Early intervention notion and agenda - there is the Common Assessment Framework which is being introduced for all children and young people across the Authority and through the Children's Trust arrangement. That will require all children and young people to have a common assessment which will measure those needs.

Attendance/Exclusion

Bradford because recently the high level of absenteeism and what has been clear is that there's a major issue about absences that are authorised. Fundamentally, in Bradford, parents and children have to value education more.

There is a formal process for exclusion from school which is quite clear. For those young people who are formally excluded from school there are some clear processes to actually offer some provision. Major concerns about young people who've been informally excluded from schools and those who just simply disappear; they're on the roll of schools but don't go.

Funding

Can we actually individualise it so that when an individual leaves they take with them their money and bring it to the voluntary sector agency which is then assigned to deal with them and that money stays with them for the rest of their educational career?

However, would love the money to follow, but the problem for the school is that if it's got a class of 30 and excludes one, the school's cost of running the class of 29 is virtually no different to running a class of 30.

Why do these much smaller pots of money have to pay for what should be a statutory provision. Why isn't the Learning Skills Council actually funding on a long term basis entry level and level 1 qualifications for 16-18 year olds.

HIMMAT has moved away from grants, we have gone on to service level agreements and we have a service level agreement with Probation, with schools and with Bradford Education. We'll deliver this, we want this money.

The money for Connexions will come into the Local Authority in 2008. There is currently work beginning about the future of Connexions and I certainly think the voluntary sector partners were all concerned that we would be able to make some contribution.

Can the voluntary sector respond more flexibly and more immediately and perhaps had more confidence to do that than the statutory sector?

Funding Streams

In terms of alternative education, you're talking about money from schools. A major funder of post-16 is the LSC and Connexions and here in West Yorkshire we have a sub-contracting model, so there's a lot of people round this table with Connexions contracts of various sorts. Careers Bradford is a big provider, lots of money through Connexions. Funding from the Home Office which is channelled through the Youth Justice Board for England and Wales. There are local funding streams like the Neighbourhood Renewal Fund. A significant amount of funding has come through the Children's Fund which will go into Local Area Agreement very shortly, and that comes from the DfES. European Social Fund / European Regional Development Fund; they're all for slightly different things but you can mix and match some of them, depending on what you're trying to do, although, typically they're short term funding. Social Services and the Independent Living Team. Smaller grant making organisations - I'd include the Lottery as one of the bigger ones there, there's May Fairbairn, Lloyd's TSB and hundreds of smaller pots. Voluntary sector grant from the Local Authority.

Age Range

More support needed for 8-13 and also post 18. A report has come out which is saying that children in care when their time in care has finished they're very often shopped off to bed and breakfasts, but those people need support right through until 21, maybe even longer. So Central Government has focused on 13-18 but at both ends extra work needs to be done without taking away resources from 13-18, so that strikes me as being a need for more resources all the way round.

Concerns

Need some kind of central database because some of my concerns are, especially when we're looking at Every Child Matters, that there is a massive growth still of unconstituted small groups working with young people and I think there has to be some kind of central, database, where anybody working with young people has to register.

There is nothing in law, anywhere, that stops anybody just going and hiring a hall and setting up a youth club, and it's one of the things that the Youth Service struggles with because parents always assume that it's registered.

Length of the contracts – makes managing staff more difficult when only having short term contracts.

Evidence Session – 7 December 2006

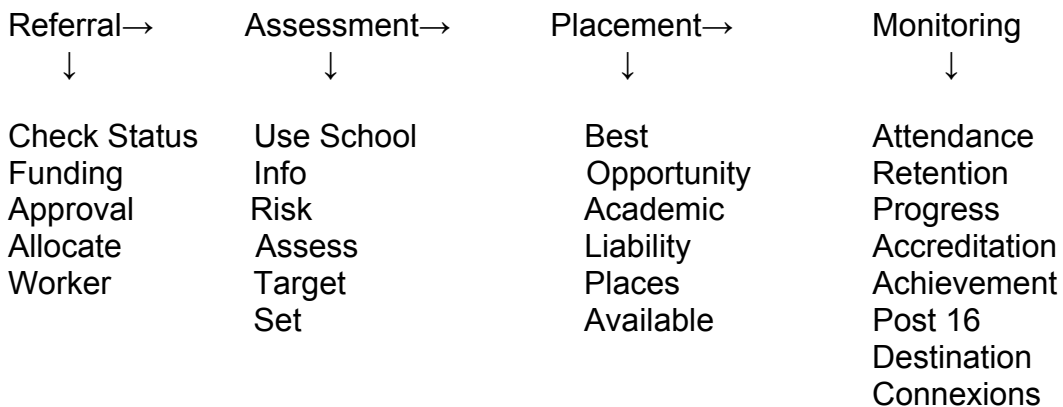
Nicky Martin, Pupil Connect, Birmingham

Pupil Connect is run by the Education Welfare Service of Birmingham Council. The service aims to be a robust system of tracking children who are missing education or are at risk of doing so.

The service was established to

- Response to DfES strategic target “robust multi-agency system to identify and track children missing education or at risk of doing so”
 - Response to OFSTED report –”large proportion of unsatisfactory provision for pupils who were not at school”
 - Appointment of Missing Children Officer to identify, track and re-connect to education, those pupils found to be out of school provision
1. Identifies school age children who are disconnected.
 2. Identifies school age children who are missing.
 3. Place and find KS4 into provision.
 4. Track progress.
 5. Alternative Provision evaluation/quality assure.
 6. Working with schools to either re-integrate.

The Process.



Referral

ESWS
Connexions
BSS
LAC Team
Pupils
YOT
Admission Team
SS

Types

Educated at home
Extended Leave
Permanent Exclusions
Withdrawn by Parents
Newly Arrived
Withdrawn by School

Quality Assurance Framework.

- All Alternative Provision's have evaluation completed by team – polices, child protection process.
- Checking providers are registered for schools etc.
- Set targets to ensure they do register.
- Support to provisions – training etc, sharing good practice etc.
- Even in part time providers.
- Supporting schools to deliver good Alternative Education.
- School, Alternative Provider directories.

What Works.

- Preventing NEET.
- 3/4k per head, average year cost.
- Safeguarding.
- Promoting ECM.
- EOTAS Coordination.

Problems.

- Too many referrals, not able to access funding.
- Difficult to predict referrals.
- Lack of clarity and accountability from schools over reasons for role removal.
- Finding a working relationship with schools.

Budget, 2.2 million plus staffing budget. (1st year).

Missing child officer: enquiries/tracking role. Access to database, (like EMS).

Will put a small number of children into a private school for Yr 11 so GCSE can be accessed. The cost equate to two years Alternative Provision anyway.

This is not the model we use in Bradford. Look at the size of that team. I was hearing this last week thinking they have a dedicated team in Birmingham with a number of people involved just to work on that one area of young people accessing alternative provision. There's me, I manage that alternative provision in Bradford for the Secondary PRU and I have two learning mentors. Now both of those have different roles: one is child centred in terms of helping to improve accredited outcomes and achievement, and another learning mentor works for me with our families. So we have totally different roles to what Birmingham has.

Budget for Secondary PRU is running in the region of about £800,000.

Evidence Session – 13.12.06

Lyndsey Brown, Education Bradford, Bradford Secondary Pupil Referral Unit

Stewart Jessop, Youth Projects Officer, West Yorkshire Police

Lyndsey and Stewart described their work on the *Think Again Project*

A small group of agencies, came together to decide and look at how we could work with a group of quite severely disaffected young people, including young people looked after by Social Services and those from other vulnerable groups such as young offenders, children that are permanently excluded, children that are vulnerable to sexual exploitation - that was the nature of our client group: the very disaffected end. We used the Every Child Matters agenda to steer our way through what we were trying to achieve, so we were wanting to put into place for this group experiences for them so that they could understand what we mean by healthy living and healthy lifestyles. We wanted children to stay safe, we wanted to help reduce them from being involved in crime and gain understanding of the consequences of criminality. We put together a programme such that young people enjoyed the activities but with good quality accredited outcomes so that we could help to build on their portfolio of success because we know this group of young people are those that are not going to come out of school with five A to star GCSEs, so if we could help to build their portfolio, be it using ASDAN, Youth Train, NVQ, whichever means we can, we will do that.

We wanted to teach rights and responsibilities so that they could understand what we mean by law abiding behaviour so that they could go back into their communities to make a positive contribution and ultimately, with the help of Connexions, we were hoping to signpost these young people into positive post-16 outcomes.

Together with the Police, Education Bradford, Social Services, the Fire and Rescue, the Youth Offending Team and Barnardo's, we sat down and we worked out how we were going to come across and deal with this particular strategy. It's the Think Again Project and it's about teaching young people to think again about the consequences of their actions and their behaviour. So that was the team that came together.

So, what were our outcomes. We were very keen for each of those young people to achieve national recognised accreditation. We wanted young people to understand and demonstrate life saving skills, they took an active part in activities, we were working very hard on the consequences of arson, bullying, anti-social behaviour, the consequences of drug and alcohol misuse and understanding of rights and responsibilities.

We provided groups of young people the opportunity to attend our 12 week course. It was non-residential and it was just for the one day and six hours a day. That was designed specifically to mirror a school day. We didn't want to provide them with a 10 o'clock in the morning to a 2 o'clock in the afternoon

because the idea is we want to get them back into full time education, so we wanted to give them the: you have to get up in a morning, you have to get ready and organised, you have to prepare and you have to be there on time. It's a multi-agency approach as we discussed and the sessions were taught by the professionals within that field, from Social Services, Police, Education Bradford and the other ones. It's an accredited course, using the Youth Train module and they received, as a result of that, some sports related qualifications.

We had classroom based activities one week followed by an alternating Bradford Recreation activities the following week. We were quite keen to address the issues of substance misuse and its consequences and the issues of making the correct choices around taking or not taking drugs; we worked very closely with our Drugs and Alcohol Team on that matter.

One of the aspects of being healthy we addressed was through the issue of healthy eating, so clearly we made sure of the daily fruit portions, thought very carefully about lunch, we definitely did not have burger and chips on the menu, but for some of those people that was a serious issue to overcome. It really was. Actually they enjoyed the options but at first they would like to go to Rajas and get burger and chips. But we've addressed it.

Ensuring the participants were kept safe was quite important for us and we had clear boundaries and expectations for the young people to adhere to. A lot of the things that we came up with here, the young people actually came up with what they thought was important. We had qualified first aid personnel who were there to make sure they stayed safe, we carried out detailed risk assessments of people attending: the trips and the falls that might have happened while they were there on the course, we discussed bullying and its consequences and that was addressed by the Police and we had anti-social behaviour and the effects of criminal activities that was also addressed by the Police as well, and that was obviously to ensure that all the participants felt they were safe and secure and clear boundaries were in place to ensure that did take place.

Our young people, as a group, we formed a behaviour contract but it was actually arrived at as a whole group, so the young people owned that behaviour contract so it was really quite powerful.

We did try to mirror the good school routines. We were very very clear about that: unless young people are aware of good positive school routines and are willing to adhere to that then it would make our job at reintegrating children back into those routines very difficult so the 8.30 meeting and 3 o'clock mirrored more or less an Upper School timetable, our staff were expected to dress smartly, they were good role models so that young people ... you know, we tried very hard to mirror what we believe were positive routines. There's no question that our young people enjoyed the activities that were put in place and the accreditation certainly helped to increase the portfolio success and all of our young people did achieve and we'll come to that.

They had a variety of leisure and learning experience and I can't stress the success of this lies within having the right people delivering confidently their skill. That bit about multi-agency working's absolutely key for the success of this. When we talk about drug and alcohol, the network drug and alcohol team who came in and did the delivery of that, when we talked about the consequences of being in prison and what that might look like we used Prison Me No Way, Conrad from Armley Prison came in his uniform and did a fantastic presentation, so we had experts in the field to do that and it was really powerful, and we certainly fostered positive relationships within the group.

All the young people participated in group discussions and it was clear that they obviously owned the course. The young people had to learn about every individual's rights and responsibilities which was one of the big things that we were teaching, just for citizenship, things like bullying, consequences, respect, the big push was on the citizenship aspect. We've discussed the positive role models which will impact on young people in and out of school, empowering the young people to develop sufficient self-confidence to deal with life changes and challenges appropriately. The whole course was about the citizenship aspect which was the important push which we felt was the right thing.

Achieving economic well being: one of our key aims was to help those young people, on leaving us, to access existing community activities. So if we were to help them into their local youth club, their local DofE activities or any such activities like that, we signposted and helped those young people in. One of our key things is to make sure young people feel that they belong to their community. Often they're not part of it because they are socially disadvantaged; they are socially excluded and they are excluded from school, and the further down that thing you become, you're less likely to go to your local youth club. So we were trying to offer normal experiences for these young people to try and get them to re-engage.

Connexions came on board advising those young people to face up to issues of training employment for post-16 and it was really quite a useful workshop that Connexions came and did.

Obviously there's got to be a reason why we're doing all this and the key thing here is that we're raising certain levels in their thinking. We're raising their self-esteem. A lot of these young people that we're dealing with, they have very very low self-esteem. Only then when you've raised their self-esteem can you work on them respecting other people and it's about - the other people being us at the end of the day, the general public outside in the streets, the organisations that we work for - then we can work on them respecting other people. When they're respecting other people and we got to that point, then obviously comes in the diversity and cultural awareness because how they can respect other people from different cultures, backgrounds, diverse groups, if they're not respecting themselves or other people, how on earth can we expect them to be diversity and culturally aware.

Encouraging learning, utilising learning methodology: we got them engaged in activities and in lessons so that we were actually encouraging them to learn through different ways. One of the big pushes, certainly you'll see from some slides, was to encourage them to learn through get out there in some outdoor activities and getting them to think about teamwork, working together and learning through practical things.

Our first group was the pilot group of 12 children: eight of those were known to Youth Offending and by that I mean had Youth Offending Orders, seven of those children were looked-after, known to Social Services, four of those seven were actually living in several of our community homes, 10 (so that's a great proportion of that group) had statements for social and emotional behavioural difficulties, and I'm talking severe behavioural difficulties here. These are children, we mustn't forget, that have fallen out of mainstream and this particular group were children that had fallen out of our normal PRU settings. Seven of those were known to Child and Adolescent Mental Health Service for issues such as self-harming, some of those children were vulnerable to third party abuse, nearly all of the group smoked cannabis or have dealt with or taken stronger substances and alcohol, so it was quite a tough group. Ethnicity: nine were White British heritage, two were of Pakistani heritage and one child was of mixed heritage. And it was mixed gender that group. We had girls and boys. So how did we do?

Attendance was almost 100% which, when you look at some of the young people that we were dealing with, was quite some feat.

All participants achieved a first aid certificate with what now is the Yorkshire Ambulance who came along and showed them about first aid. So we were safe in the knowledge that the young people who were attending the course, and hopefully the future ones that attend the next courses, could at least contribute to their community, and if that's just making that one phone call to get somebody to help, to get the emergency services there quicker, that could well be another life saved.

They all achieved adventure activities programme, land and water based, which was through Bradford Recreation. We took part in canoeing activities. . These young people, some of them had never been to the countryside, let alone been on water, let alone being in a kayak. So they actually got in a kayak, they managed to paddle it, they managed to keep it upright which is not as easy as it sounds, and they managed to work together as a team and qualify for one star in the British Canoe Union, and there are some young people who access a lot of activities who have not even got that qualification. All achieved a Youth Train level in the outdoor sports activities and all achieved a Youth Training to Level 1 introduction to Alcohol and Drug misuse.

We were so pleased with the pilot that we will be launching the Think Again Project now and we will be offering the project to a group three times a year now.

The cost of the project, which ran for one day a week for 12 weeks was £5000.

Evidence Session – 10 January 2007

Richard Foster, Salt Grammar School
Lyndsey Brown

Salt Grammar School along with the majority of the Secondary Schools in Bradford, has a cohort of very challenging, hard to reach students.

We've got a regular cycle of meetings with the Youth Offending Team that we set up about two years ago and we meet every six weeks. The Youth Offending Team provide us with a list of young people who they are involved with who are on our school roll and between ourselves and the Youth Offending Team what we aim to do is provide the 25 hours a week provision that we should do. Some of it is provided by the Youth Offending Team accessing some of the providers that we might use; some is provided by ourselves. We also have a regular cycle of meetings with Pupil Access; now these aren't necessarily students who are involved with the Youth Offending Team, they are students who we are having significant problems within school, either getting them into school or when we get them into school, keeping them in school. So again, we have again an identified cohort in each year group who we're addressing.

The students who are very hard to reach may fall into what we consider the more vocational pathway, so initially we'll look at options, vocational options for those students, on two days of the week and they would be a Monday and a Friday, so that group of students would be out of school at, for example, Shipley College following a vocational course or they may be at the Elbeck Centre, Laisterdyke, doing motor vehicle mechanics, hairdressing, sort of more vocational options, on a Monday and a Friday to give them that break from school if we know it doesn't work for them to be in school full time five days a week, it causes more problems for them, it causes more problems for us within the school. We would then look at delivering the core, English, Maths and Science, on the Tuesday, Wednesday and Thursday. That sort of programme is now becoming more standard within Bradford. It's difficult, it's not easy to do, because we're talking about joint timetabling with alternative providers, we're talking to an extent about joint timetabling with other schools.

Those students who are involved with the Youth Offending Team or form part of our regular meeting cycle with Pupil Access, we may be looking at another range of alternatives that we'll tap into. Again, it could be Shipley College, we use organisations such as JAS, Joint Activity Service; I've had a brief look at the presentation and I think a number of these organisations have already given presentations to you in the first hearing, Girl Power, CJs, the UMI Project, PRISM who we block book places with.

We're very fortunate that we have a Business and Enterprise Co-ordinator within the school who organises that, who accesses the central database. So

it may be, for example, student X who is involved with the Youth Offending Team, very difficult to engage in full time education within school, the Youth Offending Team may access Bradford Motor Education Project for one day a week then we may come along and say, right okay, what we will do is have two days at Shipley College, there will be a day at Elbeck and there will be a day at PRISM. So that student, for example, may not be in a mainstream school setting at all but will be engaged with a range of alternative providers. The reason we do it, we along with other Secondary Schools in Bradford, we're a very large school, 1,500 students, and we know that it is not appropriate, nor does it work, for every single student to come into an environment in the morning where there are 1,500 other young people. The organisations that we use tend to be smaller groups so they would be working with maybe a group of between six and ten students; again these are very, very challenging students some of these.

We have just become involved this week, for example, with a new organisation - because they are setting up all the time - called Dreamweavers and it's an offshoot of Bradford Motor Education Project, and they have a barge on the canal, they have identified a plot of land and we are linking up with them. They've got funding for us to work with them over a 36 week period and it's a six week block, six students for six weeks. They're very interested in working with us as a school because what they haven't delivered before is any accredited courses, so we deliver ASDAN within schools, Certificate of Personal Effectiveness, which is accredited. They want our expertise to help them develop an accredited programme for their Dreamweavers project. Justart which I know you're aware of which closed down, which was based in Shipley, a wonderful, wonderful resource, has just had funding to start up again and again they want to work with a local school, they want to extend their range of accreditation that they offer there, so again we're going to have a small group of students, we've accessed a number of places for our students there.

So really that's at Key Stage 4, that's how we address it at Key Stage 4. Key Stage 3 it becomes far, far more difficult and again I think anybody from a Secondary School would tell you that students coming through from the Primary Sector, we are having an increasing number of very challenging students coming through. It's more difficult to access alternative provision because the range of alternative provision at Key Stage 3 isn't there. There are high quality providers such as CJs who we might access; we might access the Ummid project for some. Both CJs and Ummid are very expensive provision for us. We can't access the range of vocational provision for students at Key Stage 3, although it might be appropriate, for Health and Safety reasons. We also have a greater difficulty in transporting those students because we really do need to transport those students to the provision, whereas at Key Stage 4 the majority of the students can actually make their own way to the provision, so transport and movement around the city is obviously a problem as well.

We've got 240 in a year group and maybe within each year group we have ten very hard to reach students, ten extremely hard to reach students, and

probably somewhere in the region of 20 students who would need provision of this type.

We've got very close links with Shipley College and it works exceptionally well. The new diplomas that are coming out, we are working very closely with Shipley College on the IT diplomas; Salt is the lead school for the IT diploma in Bradford. We've just put in our application; we're hoping we're going to be successful and we've done that in partnership with Shipley College. We've had horticulture courses there, IT course there, and it's local, it's nearby, so the students feel very comfortable just walking across the canal and they're actually there.

In terms of alternative provision around Bradford, I would say on a personal note by far and away the best provision is CJs. We use them at Key Stage 3, also at Key Stage 4; the problem is they're very expensive. It's incredibly high quality but a very expensive provision.

We ran a wonderful project with the Youth Service last year on bullying. We have a number of students who were actually attending the Shipley Newstart - well I know it's not Shipley Newstart now, it's Russell Street Building. They ran a 24 week project on bullying with some of our very hard to reach students, good outcome:

(Lyndsey Brown)

In terms of those providers I rely entirely on alternative provision, because that group that I work with - children unable to even manage pupil referral experiences - so it's a bit of a ... I think of it as a spectrum of provision for a spectrum of need. If you remember, there are more than 25 alternative providers in Bradford and very few offer full time provision, the 25 hours, that I certainly need. We do have a significant contract with Keighley College who offer us accredited outcomes. So I was quite interested to hear your views on that. We have a totally different experience, and I need to say that to you because Keighley College offer us accredited full time 25 hours provision which, year on year, is making significant progress. So I would like that for the record to be stated, in terms of us, we've got a good relationship. Interestingly I've not managed to get into Shipley College, so it does tend to be around, I guess, what works for some schools might not work necessarily for my particular client group who are seriously disaffected.

There was a wonderful document produced in 2004 by Careers Bradford that listed all the alternative provision that was available in Bradford. To my knowledge - and I may be wrong - but I haven't seen that brochure since 2004. To have that available again so that I'm not ringing colleagues in other schools to ask about, hey, have you heard of any new provision, do you know anything else that's available. So that's one thing that could be, in effect, centralised and quality assured. But you're always going to have ... I mean I referred earlier to Dreamweavers, a brand new one, and it's very local, it's a local project that fits in the local context working with local people in an area of ground that they're going to be doing something with. That's not

necessarily going to be, you know ... Lindsey wouldn't want to access that for her students, schools the other side of Bradford wouldn't want to access it necessarily for their students, so they're always going to exist, the innovative little projects, the Shipley Youth Café, things like that, so I think that's a slightly separate thing.