

Positive for Youth

**A new approach to
cross-government policy for
young people aged 13 to 19**

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Secretary of State Foreword

This Country's young people give me enormous hope for the future. Although many are dealing with difficult challenges – at work, at school or in their personal life – the young people of this country are conscientious, enthusiastic and driven. They are determined to make a better future for themselves and for others, and they are working hard to make it happen. They are a positive force; and that's why this Government is positive about them.

This document heralds a new opportunity to help all young people realise their potential. For the first time, we have brought together all the relevant Government departments to create a single plan for young people in this country. We have worked closely with Ministers across Government, public, private and voluntary sector partners and, of course, the real experts – young people themselves.

By working together, celebrating success and supporting those who are struggling, I hope that we can give every young person the opportunity to make their mark in society, make a difference in their local area and make the best possible start to adult life.

Rt. Hon Michael Gove MP
Secretary Of State for Education

Ministerial Foreword

This Government is passionate about creating a society that is positive for youth. Young people matter. They are important to us now, and to our future, and we need them to flourish.

There is much to celebrate in the youth of today and we should take every opportunity to do so. However, it is clear that we need to do more to help many young people who at risk of dropping out of society to develop a much stronger, clearer sense of responsibility and respect for others and real aspirations and pride for themselves. We need all young people to have a stake in their communities, and communities to have a stake in the lives of their young people. In the current difficult economic climate this is even more important, and we need to develop new approaches which encourage the whole of our society to help young people and which are less dependent on government funding.

Our aspiration is for a more socially mobile and just society, where young people can be the authors of their own life story. We have already set out education reforms aiming to offer more young people high quality opportunities to learn and attain and tackle the long-term causes of failure for some young people by:

- addressing under performance in the education system to raise attainment for all by devolving power to schools, setting high standards for every child, providing additional funding through the pupil premium to support the most disadvantaged pupils, making no excuses for failure, and fostering real pride in their schools;
- driving up participation in education and training to reach full participation for 16 and 17 year olds, so every young person has the skills for further study and employment, and to prevent the long term consequences of young people not being in education, training or employment; and
- intervening earlier to address poor parenting, support families with multiple problems, and give opportunities to young people outside school – to overturn poor aspirations and attainment.

This statement complements these reforms and is a key part of the action the Government is taking to give young people more opportunities and better support. It brings together all the Government's policies for 13 to 19 year olds, and in so doing represents a radical new approach to youth policy. It breaks from the past in seven key respects.

It is positive about young people. I reject negative stereotypes of teenagers and believe that 99% of our young people are already responsible and hard working and want to make the most of their lives and make the world a better place. This policy document is not a knee jerk reaction to the summer 2011 disturbances but a sustainable long term strategy from a Government that is unashamedly positive about our young people. Our vision is that all young people enjoy their teenage years and realise their potential through positive relationships, strong ambitions, and good opportunities. Our focus is on helping young people succeed, not just on preventing them from failing. We will measure success accordingly. We will move away from measuring negative outcomes prevented, which can have the unintended consequence of painting all young people in a negative light, to focus instead on measures of the positive outcomes young people achieve.

It is centred on young people. Their needs and aspirations are the starting point. When we take a stake in the lives of young people and seek to understand their needs and aspirations we can help them to develop the strong sense of belonging that is the fabric of a healthy society. We know how young people are hugely concerned by issues such as transport and about their future employment prospects. We recently announced a

£1 billion Youth Contract to tackle youth unemployment and ensure all young people are learning or earning. Through this statement we have brought together all of the Government's key policies for helping 13 to 19 year olds in England to succeed and develop a strong sense of belonging into a single story that follows young people's life journeys. Taken together, these policies are a comprehensive early intervention strategy to improve young people's later life chances and employment prospects.

It respects young people's right to have their voice heard. A key principle throughout this statement is the need to listen to the voice of young people themselves. Where they are given the chance to take part in decision-making and inspect or audit local services, young people are usually instrumental in getting it right. Central Government is leading by example, sustaining the national UK Youth Parliament and actively involving young people and voluntary sector charities in 'youth proofing' its policies to make sure they take account of the needs of young people and particularly those who are disadvantaged and vulnerable. I look to all local areas to follow suit by respecting young people's right to have their voices heard and by inviting them to audit the quality of local services – whether through their local youth council, youth mayor, a young inspectors or advisors programme, or any other suitable arrangement. Young people often say to me that they feel unfairly treated in the media, and how disappointed they are that the unacceptable behaviour of a minority can reflect badly on all young people. It is not a matter for public policy to dictate to the press how they should talk about young people. But I encourage young people and all those who care about them to put the record straight if they think reports are unfair. I encourage them to challenge the discriminatory and inappropriate use of 'mosquito' devices which seek to disperse teenagers by emitting an unpleasant high-pitched tone which only children and young people can hear.

It seeks to support parents and carers, not ignore or supplant them. Families are the primary influence in the lives of young people, and parents and carers continue to have responsibility for their children in the teenage years. Services for young people have often been too focused on the young person in isolation and must appreciate this family context if they are to be truly effective. Services should seek to support and engage the parents of teenagers wherever possible.

It is based on genuine partnership rather than state control and silo working. Instead of focusing only on the role of public services, we have set out a vision for how central and local government can work more effectively with communities, voluntary and community sector providers, and business to help all young people succeed. In particular, this vision recognises the value of charities' and other voluntary organisations' work with young people. It joins up central government through a cross-Whitehall strategy that brings together all of our policies for young people in a single vision. This includes the exciting potential of health reforms to support more coordinated and preventative approaches to improving young people's health. To build on this I have brought together nine Government Departments in a new Youth Action Group with national charities to join up thinking and help 'youth proof' Government policy.

It empowers and supports local leadership. I believe that local people, including young people, are best able to make decisions about local services, and we are not in the business of prescribing to them exactly what services should be delivered or what they should spend. Our priority is to support local authorities and the quality of local decision making so that local funders and providers put in place the right combination of evidence-based services to meet local needs, with the support of communities and business. To help local decision-makers we will set out our national priorities, strategic guidance on how best to commission effective services, and a programme of support. This support will include maximising the potential of the voluntary sector and social finance. We

also want to see more adults in local communities taking the initiative to look after their young people and help them integrate and mix with each other and across generations. We will help them do so by removing barriers such as excessive aspects of the vetting and barring regime.

It has been developed through a collaborative process. The first Positive for Youth summit in March 2011 led to an extensive consultation on a wide range of issues facing young people and the services that support them. I have met and discussed issues with hundreds of stakeholders, and we have received hundreds more comments in response to the discussion papers we posted on my Department's website. I am very grateful to all those organisations and young people who invested significant time to contribute their thoughts. This statement reflects the results of this consultation. However, it is not the final word or a static document to be published and placed on a shelf and forgotten. We will continue this collaborative approach to inform and update policy development and transform local delivery. We will publish an audit of progress one year from now.

While change has to be driven at the local level, the Government is committed to supporting reform and helping others to play their role in creating a society that is more positive for youth. We are committed to:

- empowering young people by enabling them to inspect and report on local youth services and to help 'youth proof' government policy;
- funding national helpline and website services to support and provide advice to parents of teenagers;
- funding improved brokerage between businesses and projects for young people;
- completing the programme of 63 Myplace youth centres to act as hubs for a wide range of services in disadvantaged areas and developing a national approach to exploiting the potential of these centres to be hubs for transforming local services led by communities and local businesses;
- piloting National Citizen Service which brings together 16 year olds from all backgrounds for a demanding personal and social development experience and opportunity for social action in their communities;
- funding directly 18 voluntary sector programmes of national significance which aim to transform the lives of young people to generate lessons for the future;
- funding a small number of youth innovation zones to test radical new system-wide approaches to involving all local partners in supporting young people; and
- publishing annually a new set of national measures to demonstrate progress in improving outcomes for young people.

I am privileged and excited to be leading this change and committed to continuing to work with you to create a society that is more positive for youth.

Tim Loughton MP

**Parliamentary Under Secretary Of State for Children and Families
Department for Education**

1. Introduction

- 1.1. The Government is passionate about supporting all young people to succeed and realise their full potential. It has already set out education reforms which aim to offer more young people high quality opportunities to learn and attain. It recently published *Building Engagement, Building Futures*¹ to set out its plans to maximise the participation of 16-24 year olds in education, training and work. Young people's experiences outside of formal learning, at home and in their community are also crucial in enabling them to form and pursue their ambitions and prepare them for work and adult life.
- 1.2. This statement therefore sets out all of the Government's policies for young people aged 13 to 19 in England within the context of a vision for a society which will enable all young people to succeed. It sets out a new partnership approach for giving young people more opportunities and better support – with young people themselves as key influencers and with voluntary and community groups and local businesses drawn in as full partners. A number of the policies covered apply across the United Kingdom, such as those of the Home Office, the Ministry of Justice, the Department for Work and Pensions, and the Ministry of Defence. The Government will work with the devolved administrations on areas of shared interest.
- 1.3. There has been an extensive period of collaboration and consultation with young people and those who work with them to develop this statement. In March 2011 the Positive for Youth summit brought together young people and professionals with Ministers and officials from seven Government departments to identify and debate the key issues faced by young people today. This helped to develop a shared understanding of young people's concerns and the support and services they need.
- 1.4. The Government then consulted on a series of discussion papers on individual issues, which are listed in Annex 1, and on an 'overarching narrative' to test the vision and content of this statement. Responses to the consultation are published on the Department for Education's website. They are helping shape ongoing policy work across government. In particular, they have directly informed investment by the Department for Education to facilitate reform of local services for young people. This includes the priorities for sector-led improvement support to local authorities, and new grants to support young people's involvement in decision making and increase businesses' support for youth projects.
- 1.5. A cornerstone of this statement is the engagement of young people in local democratic processes – so that young people have a sense of belonging, communities become stronger, and the services that are offered locally have the best chance of making an impact. This is in line with the Government's commitment to the United Nations Convention on the Rights of the Child and its determination to ensure that young people's views are listened to when making new policy and legislation, and that young people respect the rights of others. Annex 2 sets out in more detail how this statement supports the Convention.
- 1.6. In this statement:
 - Section 2 looks at the latest evidence relevant to young people today;
 - Section 3 offers a vision for a society that is more positive for youth;

¹ Building Engagement, Building Futures: Our Strategy to Maximise the Participation of 16-24 Year Olds in Education, Training and Work, HM Government, 2011

- Section 4 sets out the Government's policies on young people;
- Section 5 sets out a new partnership approach to supporting young people; and
- Section 6 describes plans to monitor progress and continue discussion.

2. Young People Today

- 2.1. This section describes overall trends in outcomes and identifies some significant gaps in outcomes between different groups. It highlights factors that need to be taken into account in developing policy and services for young people and their families. These factors include the key influences that shape young people's lives, and what they and parents commonly say is important to them. They also include new research that helps us understand some of the changes in behaviour that can take place in the teenage years, and the key risks that can knock young people off course.

Outcome trends and inequalities

- 2.2. There are 4.5 million teenagers in England today. Despite some widely held prejudices, most of them are doing well, and over 85% report high life satisfaction². Most young people aspire to succeed in their education and enter work, and to make a positive contribution to their communities. They have loving - if sometimes anxious - families or carers who encourage them and help them learn from the mistakes that are a natural part of growing up. They have more in common with previous generations than many believe.
- 2.3. While there are undoubtedly areas for concern, overall there is a significant positive trend in achievement by teenagers and in their choices about risky behaviours. Attainment is rising at age 16, with 58.3% of young people achieving 5+ GCSEs A*-C including English and Maths in 2010/11³. Through 2010, the number of 16 to 18 year olds not in education, employment or training fell by nearly 25%⁴, and by the end of 2010, the proportion of 16 to 18 year olds in education and training was 84.4% – the highest ever rate. Rates of teenage pregnancy are down 18% since 1998⁵ and they are now at their lowest level in almost 30 years. Fewer young people are taking drugs and fewer are drinking alcohol⁶. The proportion of young people aged 16 to 19 who engaged in voluntary work in 2010-11 (42%) was higher than the average for the population as a whole⁷.
- 2.4. This significant progress is a tribute to young people and the hard work of local agencies and skilled professionals committed to making a positive difference to their lives.
- 2.5. Nevertheless, there is no room for complacency. While attainment overall is improving, England compares relatively poorly internationally on attainment at age 15 where it ranks 25th of 65 countries in reading and 27th of 65 in maths⁸. Certain groups of young people also continue to do less well than their peers. These include those from poorer families, deprived areas, or certain ethnic minorities.

² Health Behaviours of School-aged Children (HBSC): Findings from the 2010 HBSC study for England, University of Hertfordshire 2011 <http://www.hbscengland.com/reports/>

³ DfE (2011) GCSE and Equivalent Results in England, 2010/11 (provisional) SFR26/2011. <http://www.education.gov.uk/rsgateway/DB/SFR/s001034/index.shtml>

⁴ DfE (2011) Participation in Education, Training and Employment by 16-18 Year Olds in England <http://www.education.gov.uk/rsgateway/DB/SFR/s001011/sfr15-2011.pdf>

⁵ ONS (2011) Conception Statistics Statistical Bulletin – 2009 provisional <http://www.statistics.gov.uk/statbase/product.asp?vlnk=15055>

⁶ NHS IC (2011) Smoking, Drinking and Drug Use among Young People 2010 <http://www.ic.nhs.uk/statistics-and-data-collections/health-and-lifestyles-related-surveys/smoking-drinking-and-drug-use-among-young-people-in-england>

⁷ DfE internal analysis of DCLG Citizenship Survey 2010/11

⁸ Bradshaw, J., Ager, R., Burge, B. and Wheeler, R. (2010) PISA 2009: Achievements of 15 year olds in England NFER <http://www.nfer.ac.uk/research/projects/oecd-programme-for-international-student-assessment-oecd-pisa/>

They include young people in the care system, disabled young people, young people with special educational needs and disabilities, and teenage parents. For example:

- only 16.5% of young people with special educational needs achieve five or more A*-C GCSEs compared to 61.3% of young people without SEN⁹; and
- only 31% of young people in receipt of free school meals, 8% of Gypsy Roma pupils, and 12% of looked after children achieve five good GCSEs including English and maths – the figure for young people not on free school meals is 59%^{10,11}.

- 2.6. Research among young people aged between 16 and 17 shows that around 6% of young people are experiencing multiple and complex needs from a combination of not being engaged in education, employment or training, having low educational attainment, and experiencing emotional health concerns and misusing substances¹².
- 2.7. This suggests that there is a persistent 'educational underclass' of young people who are not helped or challenged sufficiently when early problems appear and who therefore get trapped in a cycle of under-achievement and disaffection.
- 2.8. In addition, the UK still has amongst the highest levels of underage drinking in Europe, particularly getting drunk and 'binge' behaviour¹³. Rates of teenage births and sexually transmitted infections remain too high. Many young people are still not getting the support they need to develop positive relationships free from coercion and pressure. Too many 15 to 19 year olds die from road traffic accidents, unintentional injuries and suicide. Progress also varies across England – for example while some areas have reduced teenage pregnancy rates by over 30% since 1998, others with similar levels of deprivation have made little progress.
- 2.9. The Government is committed to narrowing the gap in outcomes between the most disadvantaged and vulnerable young people and the rest, while improving outcomes for all young people. In designing policies and services that will work, it is important to look at what is known about teenagers and their development.

Influences in the lives of young people

- 2.10. Although they have many values, concerns, and experiences in common, there is no such thing as a typical teenager. Young people's lives are influenced by different social, cultural, and economic circumstances and personal choices. These act in combination rather than in isolation. The most important influences are those relating to young people's family, although communities and peers are also significant:
- **Parenting** – parenting style and the opportunities and support young people experience at home are fundamental in shaping their development. Some

⁹ DfE: *Children with Special Educational Needs 2010: an analysis* <http://www.education.gov.uk/rsgateway/DB/STA/t000965/index.shtml>

¹⁰ Opening Doors, Breaking Barriers: A Strategy for Social Mobility (2011) HM Government

¹¹ GCSE and Equivalent Attainment by Pupil Characteristics in England, 2009/10

¹² Barnes, M et al (2011) *Understanding Vulnerable Young People: Analysis from the Longitudinal Study of Young People in England*

¹³ B Hibell, U Guttormsson, S Ahlström, O Balakireva, T Bjarnason, A Kokkevi, L Kraus (2009) *The 2007 ESPAD Report Substance Use Among Students in 35 European Countries - substance use among 15 and 16 year olds, in 2007 Britain ranked 3rd out of 35 countries in terms of the proportion of young people (33%) who reported being drunk in the last 30 days and ranked 7th in terms of the proportion (54%) who reported binge drinking i.e. consuming 5 or more drinks*

young people do not have supportive parents and positive role models and have little or no structure or stability at home;

- **Family structure** – many young people live with both biological parents in a traditional family structure. However there are a wide variety of family structures including young people who live with step-parents, grandparents, other relatives, or adoptive parents. There are young people who are looked after by local authorities, who divide their time between two or even more homes, who live in single parent families, or who do not have a permanent home. Some young people are responsible for caring for other members of their family;
- **Culture and ethnicity** – families lay the foundations of young people's values, faith, and culture, and determine their first spoken language;
- **Financial and social capital** – the level of access young people have to financial resources and supportive relationships in the home and in the wider community can have a significant impact on their opportunities and achievement in life; and
- **Peers** – young people's peers become increasingly influential as they grow older and develop more significant relationships outside of the home.

- 2.11. The images of young people presented in the media and promoted by wider society can have a significant impact on the lives of some young people – both directly, and through their influence on adults' attitudes towards them. Images that distort social norms (for example around levels of sexual activity) can influence and place pressure on young people and how they behave. The portrayal of celebrities and 'the perfect look' in the media can significantly influence confidence around body image and result in negative self-esteem and even serious health issues for young people. Negative images that present young people as a nuisance can also undermine young people's self-esteem as well as their confidence in their legitimate and valued place in society – also influencing adults and other young people to develop unwarranted feelings of mistrust.

Case study: Young people's view on media images of young people

"Research at The British Youth Council and UK Youth Parliament confirms young people are fed up, depressed, and disgusted at the persistent media reports that most young people are thugs, hoodies or thick. Sure, some young people do bad things but not all bad things are done by young people. No wonder 50% of the public think we are behaving more like animals when that's what over 50% of media reporting is telling them." Liam Preston, 25, Chair, British Youth Council.

- 2.12. One of the most significant changes in the way young people live their lives today is the explosion in internet and social media. This has huge benefits in widening access to knowledge and experience and making the world more immediate to young people. For example, social media was used extensively through the Positive for Youth consultation process to enable discussion with and between young people on a wide range of issues. Social norms around ways of communicating and behaving using social media continue to change rapidly, creating the potential for a growing inter-generational gap in use and understanding.
- 2.13. Rapid development of IT and the internet is also changing leisure patterns. For

example, the proportion of young people playing two or more hours of computer games each week increased between 2006 and 2010 from 42% to 55% for boys, and from 14% to 20% for girls¹⁴. The internet can create risks that were examined in Professor Tanya Byron's review of internet safety and Reg Bailey's review of commercialisation and sexualisation of childhood. However, when used effectively, technology and the internet can help to address educational challenges and raise standards.

Key issues for young people and their parents

- 2.14. Some of the most common views expressed through the Positive for Youth consultation by young people about their lives are set out below.

Young people's views

Families and parents are very important influences – they feature highly on the things that make young people happy, and in some cases things that make them sad. Also important, particularly to older teenagers, is the role of friends and peers.

Young people want to be listened to and have their views heard, respected, and acted upon – alongside and equal to adults. When their views cannot be acted upon they want a proper explanation of why this is the case.

Most young people feel a high degree of responsibility for themselves, their behaviour and their future. They know that they need to respect boundaries, including at home, but also want their views and wishes to be respected.

Young people want safe and attractive places to spend their leisure time, and they want available and affordable means of transport.

Trusted professionals and other significant adults are important influences and role models – including teachers, youth workers and religious leaders. Other young people can also be valuable peer mentors.

Services must be accessible, welcoming, and respectful, reflecting young people's diversity. Where necessary they should also offer confidential advice and support.

Young people want access to advice and support from places they already go to such as their school, college, or youth centre. They would like all of their services to be available in one place.

Young people want more support from schools to inform them of the pathways needed to achieve their goals if these are known, or support to help them find out about potential careers.

Young people also want support from their parents to help them achieve their goals without parents dictating the choices that they make.

Young people want adults to recognise the modern world in which they live and to use relevant and creative methods for communicating and stimulating debate with them.

Young people feel negatively stereotyped in the media – boys feel portrayed as

¹⁴ Health Behaviours of School-aged Children (HBSC): Findings from the 2010 HBSC study for England, University of Hertfordshire 2011 <http://www.hbscengland.com/reports/>

‘drug taking antisocial criminals’ and girls as ‘sexually promiscuous fashionistas’ – they would like much greater celebration of their talents and achievements.

Young people are concerned about the gap between those who are materially well off and those who aren't. Those with less are worried about being labelled as poor and being written off by society as failures.

Young people worry about potential debts from higher education and their future employment and career prospects.

- 2.15. Parents also expressed some common views about their relationship with teenagers.

Parents' views

Parents recognise that they have an important role in encouraging their teenage children to make the right choices.

They want their children to have a better life than they had and to have careers in which they are happy.

Most parents feel confident in their ability to support their child's learning and development. However, many parents feel their children are far more advanced than them in their use of IT, the internet, and social media.

Some parents, in particular parents of children with special educational needs and disabilities, can have a frustrating experience battling to get the support their children need.

Parents feel they should be supported through all stages of their parenting: most would like more information, advice and support as their children move into the teenage years.

Parents sometimes struggle to find quality time with their children. Some parents find it hard to talk to teenagers on sensitive issues and they seek information on topics such as relationships and sexual health, smoking, drugs and alcohol.

Parents are concerned about the pressures of materialism on their teenagers and the wider commercialisation of childhood.

Most parents find it helpful to discuss their concerns with other parents and family members on a regular basis.

Changes in the teenage years

- 2.16. The teenage years can be a complex transition period of continuous change as young people mature, grow and develop. Adolescence brings significant physical and emotional changes and it is normal for this to be an awkward time. Teenagers naturally grow in independence and need to try new things, take on responsibility, and be allowed to learn from their failures and mistakes. Through this process young people often question and test the assumptions, rules and boundaries that shape their lives at home, in education, and in their communities. In each of these environments, young people benefit from a firm and positive approach that encourages independent thinking but makes clear that there are boundaries, and

that these will be enforced.

- 2.17. These things can lead to changes in the nature of the relationship between young people and their parents or carers, often making it more difficult. These difficulties are for the most part the normal pressures of growing up and do not lead to detrimental outcomes for the young people involved. Many parents, however, find it harder to cope during these years and say they would welcome additional advice and assistance.
- 2.18. The teenage years are also an important time for making significant life choices and decisions. Young people's aspirations and attainment frame these choices, either constraining or enabling them. It is therefore vital all young people have access to the inspiration and support they need to develop high aspirations, including for example through positive peer and trusted-adult mentors or high quality youth work, and to a high quality education. Parents' influence also remains key. This includes both mothers and fathers – for example children with highly involved dads develop better friendships, more empathy and higher levels of educational achievement and self-esteem, and they are also less likely to become involved with crime or substance abuse¹⁵. Some parents will need help to strengthen their ability to support their children to make positive choices, particularly where this hasn't been their own experience.
- 2.19. New evidence is emerging that may help parents, carers, and professionals understand what is happening as teenagers' behaviour changes. This evidence comes from research on how the brain typically undergoes sharp and significant changes during the period from about 11 to 20 years. The Positive for Youth discussion paper *Adolescent brain development*¹⁶ was widely welcomed, and respondents thought it would be helpful for this evidence to be more widely understood – both by parents and others dealing with teenagers on a day to day basis, and by policymakers and planners considering policy and support for young people.
- 2.20. Research on how the brain develops now shows that in early adolescence young people become more sensitive to reward, but that it takes much longer before they develop their ability to control their impulses and make strategic decisions. At the same time, some social capabilities such as the ability to recognise emotions in others¹⁷ and the ability to understand another person's point of view are temporarily compromised or are still developing¹⁸. These changes in behaviour occur at a time when the influence of friends and peers is increasing and reliance on parents and family is decreasing.
- 2.21. This evidence may explain why young people are more likely to undertake risky behaviours; why a young person's friends can affect their behaviour significantly simply by their presence – including in the classroom; and why some young people have an increased susceptibility to depression and mood swings – which may affect their ability to pay attention and their academic performance. It is also

¹⁵ Sarkadi, A., Kristiansson, R., Oberklaid, F., & Bremberg, S. (2008). Fathers' involvement and children's developmental outcomes: a systematic review of longitudinal studies. *Acta Paediatrica* 97(2), 153–158.

¹⁶ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/Positive%20for%20Youth/b0077531/positive-for-youth-discussion-papers/adolescent-brain-development>

¹⁷ National Institute for Mental Health Teenage Brain: A work in progress (Fact Sheet)

<http://www.nimh.nih.gov/health/publications/teenage-brain-a-work-in-progress-fact-sheet/index.shtml#5#5>

¹⁸ Blakemore, S-J (2010) The Developing Social Brain: Implications for Education. *Neuron*. 2010 March 25; 65(6): 744–747. doi: 10.1016/j.neuron.2010.03.004.

consistent with the fact that a lot of youth crime takes place in the company of peers, whereas adults tend to commit crime alone. It demonstrates why all young people benefit from relationships with supportive parents or carers and other adults they trust to help them navigate and transition successfully through this period of rapid change and character development.

Risks in the teenage years

- 2.22. Many young people will make mistakes and do things they should not do, or wish they had not done. Most will be able to get back on track quickly with little harm done. Most young people make the transition successfully to adulthood through a combination of supportive families; good schools, colleges and training providers; access to opportunities for personal and social development outside the classroom – including through high quality youth work; and the vision and belief that they can succeed.
- 2.23. Some young people, however, are disadvantaged because of their backgrounds or vulnerable because of their personal circumstances or behaviours, and find the changes in the teenage years much more difficult. A minority engage in behaviour that harms themselves or others and which may have further-reaching consequences. Individual young people may move in and out of being at risk of poor outcomes as they develop and as their circumstances change.
- 2.24. Family problems including domestic abuse, parental substance misuse, and parental mental health problems have an enormous impact on the lives of some young people. Their health and wellbeing can be adversely affected and they can be forced to look after themselves and their parents far earlier than their peers, as well as take on caring responsibilities for other members of their family. For some young people, family problems can be so severe that they are unable to live with their families and go into care. Some run away and face significant risks to their safety and welfare.
- 2.25. Other young people may face problems with poverty, drugs, violence, problems at school or with housing. Young people in general are more likely to be victims of crime than older people – for example, 14% of young people aged 16-24 were victims of personal violence or theft in the last year, compared to just under 6% of everyone aged over 16¹⁹. Some young people face discrimination, bullying or even violence, which may be linked to their age, appearance, disability, ethnicity, religion, gender identity or sexual orientation. Small proportions of young people are vulnerable to sexual exploitation, or at risk of becoming detached from their communities and of drifting into the alternative sense of belonging offered by gang culture.
- 2.26. Many of the most pressing problems facing young people have a shared set of risk factors. These include things like early family relationship problems, violence, poverty, disengagement from school, learning difficulties, a history of problem behaviour within the family or friendship groups, poor mental health, or exposure to criminal activity. Such risk factors do not automatically predict that problems will occur later, but they do make it more likely. For example, one piece of research found that young people displaying four or more risk factors at age 16 or 17 were eight times more likely to not be in education, employment or training at age 18 or

¹⁹ Crime in England and Wales 2010/11, Home office

19 compared to those displaying no risk factors at this age (42% compared to 5%)²⁰.

- 2.27. The links between different forms of risky behaviour are also well established. Truancy, substance misuse, crime, early and risky sexual activity, and anti-social behaviour tend to cluster together. For example, evidence shows that alcohol use by young people is associated with cannabis use, lower educational attainment, and truancy, and can make them more likely to be a victim of crime²¹.
- 2.28. Problems in adolescence can have a long-lasting impact. Over 15% of young offenders have a statement of special educational needs compared to 3% of the general population²². Similarly, early drug or alcohol use amongst young people is associated with significantly increased risk of drug or alcohol dependency or further problems as an adult. Half of all people with lifetime mental health problems first experience symptoms by the age of 14 and three quarters before their mid-20s²³.

Conclusion

- 2.29. It is clear that despite the difficulties that typically occur as part of normal development most young people lead positive and fulfilled lives and make a successful transition to adulthood. Key to this is the support and guidance young people get from their families and other adults that they trust, and their experience at school. But a small minority will require early and effective additional help. There are risk factors which can help identify these young people, although their presence will not always be known to those working with them. Those who are not identified or helped effectively can face significant harm and a small number will cause major harm to others unless there is decisive early intervention. The sections that follow take account of these factors.

²⁰ Source: Barnes, M et al (2011) Understanding Vulnerable Young People: Analysis from the Longitudinal Study of Young People in England

²¹ Newbury-Birch, D., Gilvarry, E., McArdle, P., Ramesh, V., Stewart, S., Walker, J., Avery, L., Bayer, F., Jackson, K., Lock, C.A., McGovern, R., & Kaner, E (2009) Impact of Alcohol Consumption on Young People: A systematic review of published research

²² Baker, K., Jones, S., Roberts, C. & Merrington, S. (2004) The evaluation of the validity and reliability of the youth justice board's assessment for young offenders. Probation Studies Unit, Centre for Criminological Research, University of Oxford
<http://www.familieslink.co.uk/download/july07/Asset%20report%20on%20first%20%20years.pdf>

²³ HM Government (2011) No Health without Mental Health: a cross-government mental health outcomes strategy for people of all ages
http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_123766

3. A Vision for a Society that is Positive for Youth

- 3.1. This section offers a vision developed through consultation of what a society that is positive for youth would look like. It sets out how all parties – young people, families, communities, charities, schools and colleges and training providers, business, professionals, public services, local authorities, and Government – can do more to help young people to have a strong sense of belonging and to succeed.

The basis for the vision

- 3.2. Evidence on young people's development, and the experiences of young people, parents and professionals suggest strongly that:
- while young people naturally grow in independence and may experience difficulties with their parents and family, these relationships retain their potential to have the most significant influence in their lives, although others can also be significant;
 - education is the key to unlocking young people's talents and self-confidence;
 - supportive relationships help shape young people's values and aspirations for how they will live their lives and what they want to become; and
 - young people's ambitions can best be realised where they have good opportunities to put them into action.
- 3.3. A vision must be based on principles as well as on empirical evidence. What our society wants for our young people must reflect the type of society we want to live in. The Government believes that its approach to young people should be guided by its core values of personal responsibility and social justice, and the principles of:
- supporting parents and families;
 - promoting achievement and aspirations;
 - promoting young people's responsibilities and rights;
 - recognising the unique and diverse needs of different young people;
 - improving opportunities and early support; and
 - reaching out to those with fewest advantages.

The vision

- 3.4. In a society that is positive for youth, young people will enjoy their teenage years and make a successful transition through to adulthood. They will realise their potential through positive relationships, strong ambitions and good opportunities. The Positive for Youth discussion paper seeking views on an early version of this vision²⁴ was welcomed by most people as positive and helpful. Young people helped to test and refine this vision further at a special meeting in the O2 Arena in October 2011.

²⁴ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/Positive%20for%20Youth/b0077531/positive-for-youth-discussion-papers/a-vision-for-society-that-is-positive-for-youth>

A vision for a society that is Positive for Youth

Supportive relationships

Young people need supportive relationships with people they trust to help them develop their values and judgement, learn from experience, take responsibility, and manage pressures. All parts of society will promote this by:

- **Supporting parents and families** – who have the potential to be the most significant influence in the lives of young people. Society will also not place pressure on young people to grow up too quickly;
- **Building strong communities** – that have a strong stake in the lives of their young people and in which young people feel a strong sense of belonging, can socialise safely with their peers, enjoy social mixing, experience spending time with older people, and develop relationships with adults they trust;
- **Providing early help** – to inspire, support and protect those young people, particularly the most vulnerable and disadvantaged, who need more help than their families or communities are able to provide, or whose family situation puts them at risk.

Strong ambitions

Young people have energy and enthusiasm to shape and change the world in innovative and exciting ways. Young people will form their own ambitious and pragmatic goals to:

- **Succeed in learning and work** – understanding the value of education and committed to developing their skills for employment;
- **Live safe and healthy lives** – having the confidence and resilience to make informed decisions and manage risk; and
- **Be active in society** – taking the initiative and demonstrating leadership to make a positive contribution to local communities and the wider world, with public and media recognition of their achievements.

Good opportunities

Young people need opportunities to learn and develop. Local partners will work together so that every young person has the opportunity to reach their full potential in their:

- **Education** – through excellent teaching, high standards, and training and courses respected by universities and employers. Additional resources will support the attainment of those who are disadvantaged, who have special education needs or disabilities, or who would otherwise be excluded;
- **Personal and social development** – through opportunities for personal challenge and responsibility – including work experience, and relationships with adults they trust that help them develop the character, qualities and capabilities that they need to learn, build relationships, make informed choices, and become employable; and
- **Voice in society** – through opportunities to express their views and influence public decision-making.

What everyone can do to help make this vision a reality

- 3.5. Government cannot realise this vision on its own. However, real progress can be made if everyone plays their part. The role that key groups have to play is set out below²⁵.
- 3.6. **Young people** can shape their own lives and be positive influences in the lives of their peers, they can act to help others – including through volunteering. They can be creative, enterprising, and entrepreneurial. We can have high expectations of teenagers' ability to take responsibility, to demonstrate leadership, and to succeed. We can look to young people to value and take advantage of the opportunities open to them. We can expect them to learn to respect others and to recognise authority and boundaries. Teenagers should be enabled to speak up on issues that concern them, both nationally and locally – including to challenge negative media reporting when they believe this is unfair. They can be involved and add value throughout the commissioning process including in identifying needs, delivering services to their peers, auditing the quality of services, and training adults to make services more young person friendly.

Case study: Young people challenging negative perceptions

In 2009 The Co-operative Group launched 'Truth about Youth' as one of several initiatives to support and inspire young people through its Ethical Plan. Its key objective is to work with young people, the media and the wider community to challenge and change negative perceptions of young people. The Co-operative Foundation, the grant-making arm of The Co-operative Group, awarded one charity in each of seven UK cities (Birmingham, Bristol, Cardiff, Glasgow, London, Manchester and Newcastle) a share of £2m funding over two years to create and deliver its own Truth about Youth programme.

Each of the seven charities – Envision, The Prince's Trust, Platform 51, Young Scot, Oval House, The Royal Exchange Theatre and the North East Regional Youth Work Unit – has developed its own youth-led project to bring young people together to show their community all the positive and inspiring things that they are achieving in their area. Projects involve different mediums including theatre and art, photography, online blogging, and all engage with minority and hard to reach groups. To date over 2,000 young people and 654 adults are actively engaged in the programme, with a further 10,000 adults and 26,000 young people involved in one-off opportunities to participate in activities delivered by the young participants. The most successful Truth about Youth projects are being given the opportunity to apply for a further year's funding.

A Youth Advisory Panel enables participants from each region to work together, share best practice and design and deliver national ideas for challenging and changing negative perceptions.

- 3.7. **Parents, carers, and families** can be the single most important influence in the lives of most young people. Parenting has a greater impact on children's wellbeing, learning and development than anything else. Parents and carers can be positive role models knowing that they help their children by warm authoritative parenting,

²⁵ Not in priority order

being actively involved in their learning and development, setting clear boundaries, and holding high aspirations. Parents and families should feel they can set and enforce boundaries for their teenagers. They should know where to go for advice and help if they are worried or having problems. Children generally do better if both their parents are involved in their lives, irrespective of whether the parents live together. Parents and carers can make their views heard to local decision-makers on what local services they and their teenagers need.

- 3.8. **Community leaders, volunteers, and other adults** can play a vital role in helping young people develop and succeed. Whether informally through relationships with young people they know, or in the context of community groups, charities, sports and arts clubs, and churches and other faith groups, they can be important positive role models for young people. Communities that have a strong stake in the lives of their young people will offer them activities where they can develop skills and aspirations and mix with adults – building trust between generations. While most community-led activities will be open to all, community groups can pay particular attention to young people who are marginalised and may not for example be doing well in education. They can find it easier to establish relationships of trust with these young people than can adults working in statutory services. For many disadvantaged young people, community provision provides a safe place for leisure, as well as a wide range of opportunities for personal, social and spiritual development, social mixing, and involvement in the community.
- 3.9. **Media, advertising and other business professionals such as product designers** who influence public perceptions of young people can take seriously the impact that their work has on the lives of young people. In particular, they can give greater consideration to how young people and parents feel about the images they promote of young people. They can seek to promote and reinforce positive social norms and values, and celebrate the achievement and positive lives of the majority of young people in proportion to reporting the misdemeanour of the minority. They can also present more diverse and realistic body images so that young people are under less pressure to conform to one body type, size and shape.
- 3.10. **Business leaders, employees, and individual professionals** can give their time, money, and professional skills to help young people. Many already talk to groups about their work, mentor individual disadvantaged teenagers, offer work experience, encourage youth enterprises, and support community-led and charitable organisations. Young people are often motivated by contact with the world of work, including many who do not thrive in education. Business people and other professionals can light that spark. At both national and local level an increasing number of businesses also see a robust business case for building partnerships at the corporate level with voluntary organisations that support young people. This can include the benefits of investing in young people as their current or future customers or employees, and of building loyalty and skills amongst their current workforce. Businesses can also promote positive images of young people and play a vital role in helping them into employment, including through offering apprenticeships, work experience, or other opportunities for work-based learning. They can also support the young people they employ to gain further skills and qualification.

Case study: A business leader supporting local young people

“It was a big decision when I agreed to Chair the board of the Blackburn Youth Zone, but it was inconceivable for this £5m myplace-funded project to go ahead without the support of local businesses. My experience has been helping my 65 year old family firm become a world class wall decoration business – so there was a little trepidation. But I wanted to do more than run a company, I wanted to reverse the decline in the town where my business operates and where I grew up. Two years in, I regard this decision as one of the best decisions I’ve ever made. A number of other local business leaders have joined the board and together we have raised a staggering £1.5m of revenue funding from local businesses. But a greater achievement is the sense of pride that is spreading across the whole town. There is no better way to invest in our communities than by investing in young people. Giving money is important, getting involved and offering leadership are even more important. I and the other board members are honoured to have this opportunity to inspire our young people to achieve levels of success that they are perhaps not aware they are capable of.” Andrew Graham, CEO, Graham & Brown.

- 3.11. **Teachers, head teachers and others working in schools and colleges** are central to helping young people aspire and attain, which is the surest route to good outcomes in later life. They should have the autonomy and powers to enforce discipline, reduce truancy, set high expectations, and ensure every young person has access to good teaching and masters a challenging curriculum. Great teachers inspire their pupils and nurture their self-belief and curiosity. Good schools and colleges have good pastoral systems and create an ethos focused on achievement for all. They spot problems early, and make the right connections with youth workers and health, mental health, social care and other professionals who can help pupils overcome whatever barriers to learning are in their way. They can help young people understand the risks and consequences of their choices for example in relation to carrying knives, gang membership, drugs and alcohol, and risky sexual activity. Greater freedom for schools means they have flexibility to decide how best to support their pupils, with extra funding through the Pupil Premium to help those from deprived backgrounds.

Case study: Partnership supports schools to help pupils realise their potential

“Schools are places where pupils develop, not just in academic attainment but also as healthy well rounded young people. Partnership working with a range of other professionals, to support pupils, ensures that this is possible for all our young people. I encourage all school leaders to embrace the opportunities for such partnerships so that our young people can surmount all barriers and achieve their full potential.” Joan McVittie, Head teacher at Woodside High School Haringey, and President of the Association of School and College Leaders.

- 3.12. **Youth workers** in voluntary and statutory organisations can make a crucial difference to young people’s lives, particularly the lives of those who are most disadvantaged. They can offer young people high quality opportunities for informal learning and personal and social development, and help young people develop the strong aspirations they need to realise their potential. They can identify early any specific and complex problems for which young people need more specialist help.

They can listen to young people, and build their confidence and skill to make their voice heard in decisions. They can relate to young people with respect while challenging them to take responsibility. They and their employers can take responsibility for improving their own skills and for supporting, leading, and developing volunteers to improve the overall quality of their services. They can articulate clearly to commissioners the impact of the services they provide and be enterprising in seeking opportunities to replicate their proven practice. They can feed back to local and central government on the needs of young people they encounter, particularly the needs of young people from socially excluded groups. They can promote equality and challenge discrimination, and champion the positive place for young people in society.

- 3.13. **Health professionals, social workers, and other specialist youth professionals** can provide information, advice, guidance, and support to young people facing particular challenges or issues. They can listen to young people so that they get the right help or treatment, and involve them to design and deliver accessible services that are sensitive to their needs. They can work together to design their services around young people rather than professional boundaries so that young people experience a coherent and coordinated offer of help for their whole situation, not individual needs in isolation. They can identify and addresses the underlying and root causes of issues and provide help early to prevent problems getting worse and to reduce future harm.
- 3.14. **Local authority leaders and commissioners** have a crucial strategic role to listen to and involve young people in assessing needs and making decisions about local services. They have the lead to bring partners together to design solutions to priority needs based on evidence of what works. They have statutory duties to secure sufficient leisure-time educational and recreational activities for young people, to help and encourage young people to participate in education and training, to secure learning opportunities for 16 to 19 year olds, and to secure youth justice services through a youth offending team. Section 5 sets out in more detail how services for young people can be reformed and effective local services delivered.
- 3.15. **Commissioners of local health, crime and police services** have similar roles to local authority commissioners in relation to the services for young people that they commission. They can involve young people, and work together and with local authorities to improve health and crime outcomes and ensure coherence and value for money across services delivered in each locality. The Government's health reforms including the establishment of health and wellbeing boards create new opportunities for them to do so. The Police Service does not only have an important role to play when young people are at crisis point, but also as part of multi-agency planning and early intervention.
- 3.16. **The Government's** role is to set direction and promote new and positive ways of thinking and working. It will facilitate local reform and support good practice in local delivery. It will set clear expectations in relation to local authorities' statutory duties and promote partnership working. It will monitor national progress and promote local accountability. It will work with and fund the Local Government Association so that councils can secure their own ongoing improvement, and as a last resort it will intervene to address any enduring failure. The next three sections cover these matters in more detail.

4. Government Policy on Young People

- 4.1. This section sets out the Government's policies to improve the lives of teenagers. These policies reflect the Government's commitment to early and effective help so that all young people can make the very best of their talents and reduce the chance that disadvantages experienced by one generation are passed on to the next. This is the key to unlocking social mobility, tackling child poverty, preventing youth crime, and reducing health inequalities. It requires equal opportunity for all regardless of ethnicity, gender, sexual orientation, or disability.
- 4.2. Providing early help is not just about supporting families in the early years of a child's life, nor is it a one-off inoculation that can prevent later ills. Some negative behaviours or outcomes can be prompted from later events in a child's life and cannot always be predicted from their circumstances earlier in life. It is therefore important to continue to offer early help in the teenage years as and when it is needed. Identifying when such help is needed and providing it to young people and their families promptly will prevent problems escalating and causing further harm. For some young people this help will need to be sustained because of the persistent or recurrent nature of their disadvantage. For others, it will need to contain an element of independent support due to the unstable nature of their families.
- 4.3. This section looks in turn at different stages and aspects of young people's lives. Reflecting responses to the Positive for Youth discussion papers, it sets out how Government policies aim to:
- support parents and families, as primary carers, to support their children from birth through the teenage years;
 - ensure that all young people succeed in learning and find a job;
 - help young people develop their character, a sense of belonging and the behaviours which help them succeed in learning, work and life;
 - encourage young people to take care of their physical and mental health;
 - look out for the most vulnerable young people who may suffer abuse, neglect, exploitation, or homelessness, focusing intensively on those for whom the state acts as corporate parent; and
 - prevent youth crime, and support young people in the criminal justice system.

Supporting parents and carers

Responses to the discussion paper *The role of parents and families in the lives of young people*²⁶ were strongly supportive of the need to value and support families of young people. The Government recognises the distinctive issues which the parents of teenagers identify. It will pursue a range of measures set out below to ensure that parents of teenagers have better access to information, to help parents who are facing particular problems, and to intervene intensively with 120,000 families with multiple problems.

²⁶ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/Positive%20for%20Youth/b0077531/positive-for-youth-discussion-papers/the-role-of-parents-and-families-in-the-lives-of-young-people>

Support to all parents

- 4.4. A good start to life and a sustained good relationship with their parents provide a strong foundation for teenagers' lives. Some parenting styles are better for children and young people's outcomes than others. As the Field Review²⁷ noted, positive parenting – setting clear boundaries, as well as being warm and responsive – can have a beneficial impact on children and young people's development.
- 4.5. Nearly all parents find parenting teenagers difficult at times. They need to feel society and public authorities support their efforts to take responsibility for their teenage children, transmit positive values to them, and set appropriate boundaries. While respecting and nurturing young people's growing sense of independence and personal responsibility, services must take account of young people's family context and seek to strengthen and support the role of their parents.
- 4.6. The Government is committed to providing early help to parents. The Foundation Years Policy Statement²⁸ published in July 2011, informed by the Field, Allen²⁹ and Tickell reviews³⁰, set out how Government will work with professionals in the public and voluntary sector to improve the provision of support to mothers and fathers by:
- introducing new arrangements for more flexible parental leave;
 - supporting the provision of flexible childcare so that parents can balance their working and family responsibilities, including by introducing an entitlement to free early education for 40% of two year olds;
 - promoting early identification of additional needs and early intervention to ensure that additional support is put in place quickly;
 - supporting the provision of online and helpline services to support families accessible to parents (both fathers and mothers) and carers;
 - working with sector partners to increase take-up of parenting and relationship programmes (including by funding expert providers to provide relationship support to people who need it) as well as family learning;
 - ensuring that Ofsted reports are easy for parents to find and as clear as possible; and
 - exploring a range of options to enable parents and communities to have more say in the running of children's centres.
- 4.7. The Government believes that the core purpose of Sure Start Children's Centres is to improve outcomes for young children and their families, with a particular focus on the most disadvantaged families. This includes a focus on parenting aspirations, self esteem and parenting skills. Where it is appropriate locally, some children's centres may choose to capitalise on their role as a welcoming environment for families by supporting activities for older children or young people.
- 4.8. The Government continues to support parents and carers of teenage children by funding a range of free online and telephone helpline services. These are provided mainly by voluntary and community sector providers with years of expertise in

²⁷ The Foundation Years: Preventing Poor Children Becoming Poor Adults, CO, 2010

²⁸ Supporting Families in the Foundation Years, DfE, DH 2011

²⁹ Early intervention: the Next Steps, and Early intervention: Smart Investment Massive Savings, CO, (January and July 2011)

³⁰ The Early Years: Foundations for Life, Health and Learning, DfE, 2011;

dealing with specific issues from school exclusions to problems of behaviour and mental health. For example, Family Lives, through its online service, offers advice to parents on setting boundaries, risky behaviour and peer pressure. Alternatively, parents can call the free Family Lives telephone helpline, to discuss issues and get advice. Other services include advice on family law from the Coram Children's Legal Centre, advice and support to fathers from the Family Matters Institute's 'DadTalk' service, and advice on a wide range of issues relevant to single parents from Gingerbread. The FRANK website has been recently updated and provides parents with accurate, up-to-date information on drugs and how to speak to their children about drugs.

Case study: Telephone parenting support services

Family Lives is a national charity that provides advice and support to parents across the UK through a range of free services, both online and by telephone. Its fully trained advisers take the time to listen carefully to parents since the presenting issue is often not the real cause for concern, but is a symptom of something deeper.

Claire lived on the outskirts of Croydon and was at her wits end when she first contacted Family Lives through its Parentline telephone service. Her teenage son, Tony, refused to go to school and, when she went to her GP, she was offered counselling. When Tony started self-harming she became desperate.

When she phoned the school one day to tell them she was having difficulties getting her son to attend the teacher mentioned Family Lives. Claire rang an adviser for some initial advice and then attended a local group and met other parents with similar problems with teenage behaviour. Through small changes she now has a much better relationship with Tony and doesn't feel as stressed when there is a problem with school as she has developed strategies for dealing with it.

- 4.9. Fathers have a vital role to play in the lives of their teenage children – particularly as positive male role models for their teenage boys. Dads play a huge part in family life and many fathers increasingly want to be more involved in bringing up their children. Parenting has a greater impact on children's wellbeing, learning and development than anything else. Evidence shows us that the positive involvement of fathers, including young fathers, can lead to enhanced educational attainment and school attendance, improved behaviour, better wellbeing and mental health, better peer relationships, and less risk of involvement in crime and substance misuse³¹.

Case study: Online support for dads

DadTalk is an online service for fathers run by the Family Matters Institute, a charity with a lot of experience of working with dads. Amongst other things DadTalk offers its users a forum where they can discuss their parenting issues safely and honestly without fear of judgement or embarrassment. Peer support is offered from other users as well as from trained moderators. Professional experts also work through the site to bring additional quality advice and support where required, such as providing legal advice. DadCoaches are there for those who need that little bit more support. Steve and Mike both came to the DadTalk online discussion forum seeking advice and

³¹ Sarkadi A, Kristiansson R, Oberklaid F and Bremberg S Fathers' involvement and children's developmental outcomes: a systematic review of longitudinal studies

support because of issues they were facing with their teenage step children. Steve's step daughter was being violent and playing up at school and Mike came for advice when he discovered his 14 year old step son had signed up to a dating site and was regularly watching pornography. He also wanted to talk through his own anger management issues that were complicating the situation. Both dads used the forum over several months when they felt they needed some advice or to let off steam. The advice from other dads gave both men a much needed confidence boost to face their circumstances and tackle their problems in a calm and effective way. They were also provided with advice and signposting to other sites and services that could offer suggestions and information to help both them and their children move forward as a family.

Recent posts by both dads suggest that, although they still face some difficult problems, they feel more confident to talk to their teenagers in a sensible way, using the strategies and suggestions they received from other dads who had already faced similar issues without fear of judgement or embarrassment.

- 4.10. Parents and carers also need information on what services are available locally. Local authorities have a statutory duty to make available information on a wide range of family-related services to all parents of children up to age 18. This includes information about local activities, health, education, parenting, financial support, and housing.
- 4.11. Many parents have expressed concern about pressure on young people to grow up too quickly and to be seen only as consumers. The Government has accepted all the recommendations made by Reg Bailey in the report of his review on the commercialisation and sexualisation of childhood³². The report covered measures which businesses, regulators, and Government should take to minimise children's exposure to sexualised images in magazines, advertising, television programmes, music videos, and from the internet. It also recommended measures to reduce the impact of commercialism and materialism on children and young people. These include a code for retailing to children, and changes to some of the rules on advertising and the way regulation works. The report calls for regulators and businesses to make it easier for parents to let businesses know about their concerns and to complain if they have seen something they don't like; and to make it easier for parents to block adult and age-restricted material from the internet. These recommendations will enable parents' voices to be heard more clearly in these matters and help parents to parent more effectively.
- 4.12. Businesses and regulators have already begun action to implement these recommendations and reported progress to the Prime Minister in October 2011. The Prime Minister welcomed the progress that is being made, including the launch of the ParentPort website through which parents can find out more about the regulatory frameworks covering broadcasting, advertising, film and video, computer games and the print media. The website also enables parents to give feedback to the regulators; or make a specific complaint about something they have seen which they think is inappropriate for their children.³³ The Government will continue to work actively with businesses and regulators to ensure Reg Bailey's recommendations are implemented. It will take stock of progress by the end of next year and consider

³² Letting Children be Children - Report of an Independent Review of the Commercialisation and Sexualisation of Childhood, DfE, 2011

³³ <http://www.number10.gov.uk/news/pm-launches-parentport-website/>

what further measures may need to be taken to achieve the recommended outcomes. The Government is committed to rolling back unnecessary regulation, but it will consider specific regulation to tackle this problem if voluntary action is not forthcoming during this period.

- 4.13. The Government has also launched a body confidence campaign to tackle negative body image amongst young people. This campaign brings together a range of industries including advertising, media, beauty, fashion and fitness. The aim is to promote more diverse and realistic body images that include all ages, shapes, sizes and ethnicities and reduce the pressure on young people to conform to one type of image. The Government will continue to work actively with companies and other organisations to identify non-legislative solutions to tackling low levels of body confidence.

Targeted support to parents

- 4.14. In most local areas, parenting programmes and one to one support for parents who are concerned about their children's behaviour are available through Sure Start Children's Centres, schools, community groups, or services for young people. All parents may need support at some stage. Well delivered evidence-based parenting programmes enhance parenting skills by improving parental confidence and wellbeing and by addressing poor parenting styles such as the use of harsh, negative, inconsistent and ineffective parenting. These programmes can also focus on how to cope effectively with children with behavioural difficulties and disorders that lead to misconduct, and those involved in anti-social behaviour or criminal activity. The National Academy for Parenting Research provides access to evaluations on a range of parenting programmes³⁴.
- 4.15. Parents of children and young people with special educational needs and disabilities can face particular difficulties and frustrations. Statutory Parent Partnership Services offer information, advice and support to them. In its recent Green Paper³⁵ the Government proposes to reform the special educational needs and disability system to give parents greater choice and control. This includes offering families a personal budget to enable them to have more control over the support they receive. It also includes an offer by each local authority of the support that will normally be available in local schools.
- 4.16. A strong relationship between parents makes a big difference to children and young people. Family breakdown and conflict between parents can impact on young people's wellbeing and may result in negative behaviour patterns. A range of expert providers including Relate are being funded by the Department for Education to provide relationship support to people who need it. This includes counselling for couples who are experiencing difficulties. Where it is clear that a relationship cannot be preserved, information and advice is available for both mothers and fathers on what to do next and to help ensure that they put the needs of their children first. This includes making sure that both mum and dad stay involved in their children's lives, where this is safe and in the child's best interests.
- 4.17. Supporting teenagers to prevent unplanned pregnancy and improving outcomes for teenage parents form a key part of local areas' work to tackle child poverty and

³⁴ National Academy for Parenting Research – Commissioning Toolkit and Evaluation of Parenting Programmes in the UK. <http://www.parentingresearch.org.uk/Documents/Posters/PPET%20poster%2015%2011%202010.pdf>

³⁵ Support and aspiration: a new approach to special educational needs and disability, DfE, 2011

address health inequalities. The key success factors for local progress are discussed in the young people's health section below.

- 4.18. Teenage mothers and young fathers are not a homogenous group, and some manage very well. However, serious case reviews have identified teenage parents as being vulnerable families who may need additional support to help them achieve positive futures for themselves and their children³⁶. However, fears of judgmental attitudes deter many teenage parents from using support services. Reports from young fathers that they often feel excluded from services are a particular concern since evidence shows clearly that the positive involvement of fathers leads to better child outcomes. Attention is therefore needed to make sure that services are attractive to teenage mothers and young fathers so they benefit from improved maternity and expanded health visitor services, and the refocusing of Children's Centres. Some areas are involving teenage parents in 'mystery shopping' of Children's Centres to help staff identify and remove perceived, or real, barriers to using the Centre.
- 4.19. In some areas, teenage parents are also benefiting from the Family Nurse Partnership, a preventive, intensive home visiting programme for vulnerable first time teenage mothers under the age of 20. Early evaluation in England is promising³⁷. The latest report published in January 2011 points to positive potential impacts on breastfeeding and reduced smoking in pregnancy. It also found the teenage mothers were very positive about their parenting capability, were returning to education and employment, making regular use of effective contraceptive methods, and spacing subsequent pregnancies. Their children appear to be developing in line with the population in general, which is promising as this group usually fares much worse. Government is committed to doubling the number of places on the programme by 2015.

Intensive intervention for families with multiple problems

- 4.20. For some families parenting support alone will not be enough and more decisive intervention is needed. Around 1% of families, or 120,000, face significant social, health and economic problems that too often lead to poor outcomes and make costly demands on local services – in some cases in the region of £250,000 to £330,000 per family per year³⁸. These families are likely to be fighting poverty, be in debt, not have a job, have poor educational attainment that contributes to low esteem and skills, and have alcohol or drug problems. All of these issues can lead to stress, poor mental health, domestic abuse, family breakdown, and involvement in crime.
- 4.21. Where a family faces multiple problems whose needs cannot be met effectively by one single service an intensive family intervention is appropriate. Currently, up to 20 different agencies can find themselves supporting the same family, each one of these dealing with a different family member and a different problem. This often leads to a waste of resources without helping to turn their lives around.
- 4.22. A multi-agency response, coordinated by a single, assertive and dedicated key worker who establishes trust with the family and works alongside them to develop a

³⁶ Ages of concern: learning lessons from serious case reviews. Ofsted. October 2011

³⁷ The Family Nurse Partnership – Third Year Report, DH 2011

http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_123238

³⁸ <http://www.communities.gov.uk/publications/housing/antisocialbehaviour2>

whole family support plan, has been shown to be effective³⁹. The key worker works with the family for as long as it takes – on average for a year – empowering the parents and ensuring that the children go to school and that the family home is better kept. The key worker reinforces that the family must engage with the support plan and makes clear that breaches of behaviour have consequences, such as parenting or housing sanctions. This kind of early intervention is crucial to reducing demand for acute services, including demand on the criminal justice system.

- 4.23. The Prime Minister has made a commitment to try to turn around the lives of these 120,000 most troubled families by the end of this Parliament, a commitment he reaffirmed in the wake of the summer disturbances. Around 40-50,000 of these families include children and young people that have behaviour problems or special educational needs that impact on behaviour. A new Troubled Families Team, headed by Louise Casey, is being set up in the Department for Communities and Local Government to work alongside local areas to ensure that these families are supported. A major task for the new team, who will work closely with local areas, will be to agree an outline plan of action to deliver this target.
- 4.24. There are both moral and financial imperatives to delivering this programme. Strong evidence shows that the nearly 4,000 families who have received intensive key worker support so far have shown a 53% reduction in truancy, 58% reduction in anti social behaviour, 40% in drug and alcohol problems, 57% reduction in domestic violence issues, and 41% reduction in crime, and significantly improved family functioning and parenting.⁴⁰ The Government estimate that the cost to the public of families with multiple problems is around £8 billion a year, whilst recent research shows that every £1 spent on family interventions generates a financial return of around £2.⁴¹
- 4.25. The Department for Work and Pensions is using around £200 million of funding it receives from the European Social Fund over 2011-14 to help families with multiple problems overcome barriers to employment. The aim of this provision is to move participants closer to the labour market.
- 4.26. The Government is also supporting Working Families Everywhere, a new campaign set up by Emma Harrison, founder of Action for Employment. This is based on the belief that even families in the toughest circumstances can transform themselves if they are given a clear purpose, and that getting and keeping a job provides this. This approach has been pioneered with long-term unemployed adults. The campaign promotes the role of 'family champions' who provide one-to-one support and coaching for family members to help them overcome the problems they face, develop skills and then find work experience, training and employment.
- 4.27. Community Budgets allow areas to pool funding locally to support families with multiple problems. Community Budgets will be available in all local authorities over the next two years to remove financial and legal restrictions on how services intervene early to avoid poor and high cost outcomes for vulnerable families and young people.

³⁹ DCSF (2008) Family Intervention Projects: an evaluation of their design, set-up and early outcomes
<http://www.education.gov.uk/publications/eOrderingDownload/DCSF-RW047.pdf>

⁴⁰ DfE (2011) Monitoring and evaluation of family intervention services for families supported up to 31 March 2011
<https://www.education.gov.uk/researchandstatistics/statistics/allstatistics/a00196853/dfe-monitoring-and-evaluation-of-family-intervention>, March 2011 OSR14/2011

⁴¹ Turning around the lives of families with multiple problems - an evaluation of the Family and Young Carer Pathfinders Programme, Sept 2011

Case study: Family Intervention Projects

Darren, aged 16, had two previous convictions for violent offences. He came to the attention of the Islington multi-agency gang prevention group after he had been assaulted by around 15 young people from a rival gang and was showing signs of psychotic behaviour related to drug use. His older brother, aged 18, also had a history of gang involvement and drug offences and was known to probation. At the time of referral to the FIP, their single mother was struggling to cope with her sons' behaviours both at home and in the community. In addition, she was responsible for the care of her 82 year old mother, whilst also working full time. The family were facing eviction following repeated complaints from neighbours about anti-social behaviour.

A key worker undertook a Whole Family Assessment and together with the family and a network of professionals agreed a Support Plan which was regularly reviewed. The key worker worked intensively with the family over a period of 18 months, co-ordinating and working alongside CAMHS, Youth Offending Service, housing partners, and Connexions, to deliver relevant support to family members.

The FIP negotiated the suspension of eviction proceedings, provided the mother with one-to-one parenting training to help her impose boundaries and maintain safety in the home, and secured immediate CAMHS support for Darren who, once recovered, was offered independent housing and supported to access training and then employment.

Helping young people succeed in learning and find a job

Comments on the discussion paper *Helping young people succeed in learning and find a job*⁴² stressed the importance of regular school attendance and the importance of services working together to tackle problems early. The Government will continue its unswerving focus on achieving high standards for every child with no excuses for failure, freeing schools and teachers to use their professional judgment, with extra funding for disadvantaged pupils. It will increase participation in education and training to reach full participation for 16 and 17 year olds, by 2013 and 2015 respectively. It will also ensure that young people have a meaningful curriculum that suits them, and support young people to gain experience of enterprise and the world of work, so that every young person has the skills to get a good job and progress in work.

The transformative power of good schools

- 4.28. The Education Act 2011 implements the Government's reforms set out in the White Paper *The Importance of Teaching*⁴³. The Government is passionate about education as the key to unlocking talent and confidence and driving up the aspirations and attainment of all young people.
- 4.29. The Government believes that it is for schools and teachers to design and deliver an education for young people that will engage and motivate them to achieve and progress. The reforms offer much greater scope for teachers to design courses of

⁴² <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/Positive%20for%20Youth/b0077531/positive-for-youth-discussion-papers/helping-young-people-to-succeed-in-learning-and-find-a-job>

⁴³ Department for Education, 2010

work which will inspire young minds. Teachers will be given the space to create lessons which engage their pupils. Young people will have the time to develop their ability to retain and apply knowledge. The creation of Academies and Free Schools devolves more power to heads and teachers, giving schools the freedom to meet young people's needs.

- 4.30. Young people must have access to a broad curriculum and a firm grip on the basics. The National Curriculum review will develop a new National Curriculum which will act as a benchmark for all schools. It will provide all young people with the essential knowledge they need to move confidently and successfully through their education. It will take account of the needs of different groups including the most able and ensuring that pupils with special educational needs and disabilities make good progress to achieve their potential. The new English Baccalaureate - good GCSEs in English, maths, two science subjects, history or geography and a foreign language – will also help provide this.
- 4.31. Narrowing the gaps in attainment for the most disadvantaged young people is a central aim. From April 2011 the Pupil Premium provides schools with extra funding to spend on interventions to boost the attainment of pupils from deprived backgrounds. By 2014–2015 the Pupil Premium will provide additional funding worth £2.5 billion. Schools will decide how best to spend the funding. The Government will make available best practice on what works for improving the attainment of disadvantaged pupils. It will publish measures of the attainment and progress of children known to be eligible for the Pupil Premium, and expect schools to be accountable to parents for how it is used.

Case study: Youth work-led approaches to supporting pupils' attainment

Ely College was approached by the local Locality Team with a proposal to support students within the College. A joint decision was made to focus on the most vulnerable students who were at risk of permanent exclusion, not being in education, employment or training, or who were liable to get involved in anti-social behaviour outside school. The aim was to re-engage students in their education by raising their self-esteem and reinvigorating their thirst for learning.

The students were led through a ten week 'K9' programme which included the 'carrot' of visiting a dogs home, building a relationship with a dog, and going to Wales to climb Pen-Y-Fan together as a team with their dogs. The programme built students' confidence, self-esteem, and self-discipline; taught them about risk-taking; and addressed their specific needs. The College noted improvements in all these areas, which it values as essential to successfully narrowing the gap between the attainment of these students compared to their peers. The students' attendance at school also improved, and a number started a work experience programme, which they would previously have lacked the confidence to do.

- 4.32. The Government recognises the need for further innovation in the schools system to increase choice for parents and young people. For example Studio Schools are all-ability and mixed gender state funded schools, independent of local authorities, which are increasing choice for parents and students. They are an innovative new model of educational provision, delivering mainstream qualifications through a practical and engaging project-based model of learning. In each school around 300 pupils, usually aged 14 to 19, will have the opportunity to study a broad and

balanced curriculum designed to give them the skills they will need in work, or to take up further or higher education. The core academic curriculum is enhanced with a programme of meaningful work experience – a significant portion of their week is spent working with local employers (with over 16s paid a real wage). All students have a personal coach to tailor the curriculum to their individual needs and help them manage their work independently and value the skills they are acquiring. Based on a working day model Studio Schools will open 9am–5pm all year round with no set terms – instead pupils will apply for leave.

- 4.33. In addition, University Technical Colleges will enable 14 to 19 year olds to study a subject they are really interested in, taught by teachers with real life practical experience. Teaching specialist subjects such as engineering and construction alongside business and ICT in industry standard facilities, these Colleges will both engage young people and meet the needs of modern business. Pupils will integrate academic study with practical learning, studying core GCSEs alongside stretching technical qualifications. The ethos and curriculum are designed with local and national employers who also provide support and work experience for students and an introduction to the discipline of the workplace.

Young people with special educational needs or disabilities

- 4.34. Disabled children and young people and those with special educational needs experience a wide range of challenges. These can be because of physical or sensory impairments, specific learning difficulties such as dyslexia, or a variety of other needs which may range from mild to severe and complex. Properly supported from early childhood, many of these barriers should not hold young people back from leading a fulfilling adolescence and adulthood and achieving well in education and work. However many young people with complex support needs find it hard to make a successful transition from school to an adult life with work, friendships, good health and independence.
- 4.35. The Green Paper *Support and aspiration*⁴⁴ set out proposals for a comprehensive reform of the special educational needs and disability system to:
- improve the early identification of children's special educational needs;
 - replace the special educational needs statement, and the Learning Difficulty Assessment for those aged 16-25, with an Education, Health and Care Plan which runs from birth to 25. Services will work together with the child and family to agree a straightforward plan for support that is focused on outcomes and is clear about who will provide the services set out in the plan. Families will have the option of a personal budget for services. Pathfinder areas will be trialling the new approaches; and
 - improve the transition to adulthood for young people with learning difficulties and disabilities, including the opportunities for education, employment and independence.
- 4.36. The Department for Education will set out in January 2012 its response to the Green Paper consultation and future plans for the special educational needs and disability system. It is also appointing a contractor to work with local authorities to help young people with special educational needs and disabilities in the preparation for transition to adulthood and to support the pathfinder areas testing approaches

⁴⁴Support and aspiration: A new approach to special educational needs and disability, Department for Education, 2011

for age 0-25 single Education, Health and Care plans.

Behaviour and attendance

- 4.37. Young people need an orderly environment in which to learn, free from disruption. They need to see clear authority and boundaries. Improving discipline in schools is a top priority to keep young people safe and to check those who cause disruption to learning and those who threaten or bully others. Under the new equality duty, schools are required to have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations. The Government is taking a range of further measures to restore the authority of teachers and head teachers, so that they can establish a culture of respect and safety. It is legislating to bolster teachers' authority in respect of exclusions, discipline, powers to search, and dealing with false allegations. It is also clarifying existing powers and giving teachers additional powers to deal with poor behaviour including bullying.
- 4.38. The Government wants all schools to take a tough stance against all forms of bullying both in and outside the school environment, particularly prejudice-based bullying and online cyberbullying. The Department for Education worked with Lesbian Gay and Bisexual organisations Stonewall, Education Action Challenging Homophobia, and Schools Out to publish updated guidance to schools on behaviour and bullying in July 2011. It is continuing to work with these organisations on how schools can tackle homophobic bullying – which includes supporting schools to access additional information and resources when they need them. Schools will be held to account on how well they deal with bullying through the new Ofsted inspections framework, which will place a sharper focus on behaviour and bullying in the core Behaviour and Safety judgment.
- 4.39. The Government also believes that maintaining regular school attendance is very important. There is clear evidence that any absence from school has an impact on young people's attainment and later life chances⁴⁵. Persistent truants are the most likely not to be in education, employment or training when they leave school and can easily fall into anti-social behaviour and crime. A range of measures have been taken to improve school attendance. Changes to admissions are making it easier for local authorities to develop and agree with all schools in an area a Fair Access Protocol that sets out procedures to help find a school for young people who would otherwise not be able to attend school. The persistent absence threshold has also been reduced from 20% to 15% to ensure that schools take action sooner to deal with truancy problems, and each school's pupil absence data is now published. Charlie Taylor, the Government's Behaviour Adviser, has been asked to review how the Government can incentivise schools to improve their pupils' attendance. This includes toughening the current penalty notice system to discourage those parents who refuse to engage with schools in addressing their children's poor attendance or who condone their truancy.
- 4.40. For children of compulsory school age (5 to 16) local authorities are required to make suitable travel arrangements where they consider it necessary to secure a child's attendance at school. This must be provided free for pupils who are attending their nearest suitable school, provided that the school is beyond the statutory walking distances of two miles for pupils below the age of eight and three miles for those aged eight and over. Similarly, transport is free for children unable

⁴⁵ DfE (2011) A profile of pupil absence in England, <https://www.education.gov.uk/publications/eOrderingDownload/DFE-RR171.pdf>

to walk by reason of their special educational need and or disability, or an unsafe walking route. In certain circumstances, there is extended entitlement to free travel for children from low income families. For all other pupils, local authorities have discretion to provide transport, for which they may charge.

- 4.41. The Government is acting to improve the overall quality of alternative provision for young people excluded from school. Charlie Taylor is also looking into how alternative provision could be further improved. All young people in alternative provision now have an entitlement to full-time education unless health issues would make this not suitable. The Education Act enables the creation of alternative provision Academies – thereby extending the benefits of Academy status to pupil referral units and allowing them to meet more effectively the needs of some of the most vulnerable young people. New providers will be brought in through alternative provision Free Schools aimed at the most challenging young people.
- 4.42. Trials will be run in a number of local authorities over the next three years whereby schools retain responsibility for any pupil they exclude, commissioning alternative provision for those pupils and being held to account for their performance. The trials will seek to improve the quality of alternative provision for excluded pupils and support schools to intervene earlier to reduce the risk of subsequent exclusions. The evaluation of the trials will pay particular attention to the impact on pupils who are vulnerable to exclusion, such as children with special educational needs or from ethnic groups with disproportionately high exclusion rates. These new approaches offer scope to draw upon youth work and other methodologies which have proved successful in improving outcomes for young people in challenging situations.

Case study: Youth Achievement Foundations

With two managed school moves having failed, Tim, 13, was referred to the Macclesfield Youth Achievement Foundation full time in September 2009 because he was disruptive, unresponsive and aggressive to teachers. He also smoked cannabis and took a cocktail of drugs on a regular basis. Tim's target from the referring school was to stay in education and achieve his predicted grade F in his core GCSE subjects.

Initially, Tim didn't want to achieve any qualifications, his verbal aggression towards staff was extreme, and his attendance was poor. Despite this, staff found that he was more than capable of achieving when working in small groups and focused him on the first four stages of the Curriculum Development Model targeting Attendance, Social Skills and Team Building. His curriculum was tailored to his interests mixing academic learning with vocational activities. With extra money from the referring school Tim was able to start a training programme at a local hair salon. Over twelve weeks, Tim's attitude towards staff began to change, and over the academic year his work ethic improved significantly.

Tim has become confident in his personal knowledge and skills, has taken part in group discussions, and supports other young people when they ask. He has achieved 7 qualifications at level one and is on target to achieve three additional qualifications at level two as well as increasing his predicted grades in core subjects by two levels. The salon has extended his work placement by an additional year and his relationship with his teachers is fantastic. Tim is happier in his education, is now attending well, and is unrecognisable from the young person who was referred two years ago. Staff are confident that with continued support Tim will go on to succeed in life.

Participation in learning and work after age 16

- 4.43. *Building Engagement, Building Futures* outlines the Government's plans to support young people aged 16 to 24 to develop the skills, qualifications and experience they need for adult life and employment. It sets out how reforms to schools, vocational education, skills and welfare provision will help to increase the number of young people who are engaged in education, training and work and the additional steps the Government is taking to support those most at risk of long term disengagement.
- 4.44. The Government has made a clear commitment to raise the participation age so that every young person is engaged in education or training that helps them prepare for adult life and employment. All young people will be required to participate in education or training until the end of the academic year in which they turn 17 from 2013 and to at least their 18th birthday from 2015. Young people will have a number of participation options including full-time education in a school or college, an Apprenticeship, or other full-time work alongside part-time education or training.
- 4.45. To meet the goal of full participation, all 16 to 17 year olds will need to get the right support and opportunities they need to engage. Local authorities will remain responsible for keeping track of young people's participation and securing the additional targeted support that some young people need to engage. The Government is supporting local areas to develop tailored solutions to raising participation by extending the Raising the Participation Age local projects and continuing the September Guarantee, which helps match young people to learning places and targets support on those who need it most. It is increasing the number of education and training places and has committed sufficient funding for every young person to have a place by 2015. Within the provider funding system, the Government has increased funding for disadvantaged 16 to 19 learners by £150 million in 2011-12. It will sustain that increase through the spending review period.
- 4.46. The new 16 to 19 Bursary Fund provides support totalling £180m each year to young people participating in full time education or training post-16. The most vulnerable – young people in care, care leavers, teenage parents, young people in receipt of income support and those in receipt of both Employment Support Allowance and Disability Living Allowance – are eligible for a bursary of £1,200 a year. The remainder of the funding is allocated to schools and colleges for them to target support to those young people facing the greatest financial barriers to continuing in learning. The Fund is designed to target support more effectively to young people who most need help with the costs of staying on in post-16 further education, and builds on the important role that many providers already play in reaching out to young people who are disengaged or at risk of disengaging. Care to Learn will continue to provide help with childcare costs for young parents participating in education and work based learning.
- 4.47. Local authorities must publish a statement each year which sets out the support that they will give to 16 to 19 year olds to travel to education or training. Those arrangements could include providing transport to and from college, or financial support to help with transport costs. Alongside the arrangements set out in the local authority's transport statement, the new 16 to 19 Bursary Fund can be used by schools and colleges to help meet transport costs for individual students if these have been identified as a real barrier to that student's participation. Local

authorities also have a statutory duty to publish a Sustainable Modes of Travel Strategy, based on an audit of the travel infrastructure and the travel and transport needs of children and young people aged 16 to 19 when travelling to education.

- 4.48. Following the Wolf review,⁴⁶ the Government is transforming vocational education to ensure that vocational qualifications are high quality and enable progression to higher education and sustainable employment. Many young people are strongly motivated by employment and more good quality work-based training is needed to engage them. The Government has set out reforms to target Apprenticeships more on young adults, ensure consistently high quality across all Apprenticeships, and cut back on bureaucracy to encourage more employers to join the programme. In the 2011-12 financial year funding for the Apprenticeship programme is being expanded to over £1.4 billion for all ages, of this £779m is for 16 to 18 year olds. This means there is enough funding to train more than 440,000 apprentices at all ages.
- 4.49. High quality work experience can be life changing for a young person, and yet Simon Hughes MP, during his work as Advocate for Access to Education, highlighted the lack of confidence that many young people have in the work experience opportunities available to them. The Government is working to increase young people's access to the kind of high quality work experience that will help them to gain the skills employers are looking for and to understand more about potential future careers. As Professor Alison Wolf set out in her report, this means structured placements that are integrated within a programme of study. In October 2011, the Government launched a consultation on programmes of study for 16 to 18 year olds, including a vision that work experience should become an important part of many 16 to 18 year olds' experience in school or college. This will open up new horizons for young people of every ability and background. It will raise their career aspirations and help them develop a wide range of skills, from team working to problem solving, and improve their work-readiness.
- 4.50. Over the next two years the Government will invest £4.5 million to support work experience as part of post-16 learning. It has recently published a short myth busting guide on work experience, and it is working with the Federation of Small Businesses and other employer groups to review regulation impacting on the provision of work experience, including CRB checks.
- 4.51. Secondary schools and colleges will secure impartial and independent careers advice for their pupils in years 9-11. Subject to consultation, the Government will extend this legal duty to cover young people aged 16 to 18 in schools and FE colleges. In addition, from April 2012 the Department for Business, Innovation and Skills will operate a National Careers Service which will include telephone and online support to young people. A summit for young people was held earlier in 2011 to engage them in the development of service. Young people are also involved in the design of "I Am...", a Government supported campaign and website that brings all careers information and opportunities for young people into one place. This social enterprise is supported by industry partners and aims to inspire young people about their futures. It will draw on specialist resources from a range of organisations, including the National Careers Service.
- 4.52. As part of their duty to secure access to independent, impartial careers guidance

⁴⁶ Review of vocational education - The Wolf Report, DfE, March 2011

schools and colleges will be expected to secure independent guidance on routes to further education, higher education and Apprenticeships. The Government expects schools and colleges to offer information and complementary activities. These could include 'taster' sessions, past students and employers visiting to talk about their jobs, and opportunities to be mentored. Statutory guidance will be issued focusing on the most essential issues to consider in pursuance of the new duty. Simon Hughes's work has also highlighted the importance of young people receiving access to face-to-face careers guidance to help them think through the options available to them. The Government is consulting widely with careers stakeholders on the content of the statutory guidance, which will make clear that face-to-face careers guidance should be secured where it is the most suitable support, in particular for disadvantaged young people and those with special educational needs and disabilities. To provide incentives the Government will publish destination measures for each school for how many young people go into education, training and work whether they leave at 16 or 18.

- 4.53. Higher Education reforms aim to ensure students get better information before they apply, better teaching at university, more feedback on their work and better preparation for the job market. Funding will directly follow students to the institution of their choice, so higher education institutions will need to respond to student demand. Universities wanting to charge more than a £6,000 annual graduate contribution will have to demonstrate what they will do to attract more students from disadvantaged backgrounds.
- 4.54. Changes to higher education student finance will lead to a more progressive loan repayment system. From 2012-13 new students from families with incomes of £25,000 or less will be entitled to a more generous full maintenance grant of £3,250 a year. A new National Scholarship Programme will provide additional financial assistance to some of the least well-off students from disadvantaged backgrounds with Government funding of £50 million in 2012-13 rising to £150 million in 2014-15 combined with matched funding contributions from institutions themselves. The availability of non-repayable grants and loans is being publicised so that young people and their parents have accurate information. Since launching in September 2011 the Student Finance Tour has already visited over 550 schools and colleges, engaging with approximately 60,000 year 13 students. The Tour has generated a very positive response from students, teachers, and parents, leading to a decision to double the size of the Tour to be able to reach more schools and to offer sessions for parents.
- 4.55. The Government's reforms to post 16 education, training and support will ensure that more young people gain the skills, qualifications and experience they need. For those young people who find the transition to adulthood more difficult additional support will be provided, including skills training for young adults who have not yet achieved a Level 3 qualification and, for those at risk of long term unemployment, putting in place intensive personalised support through the new Work Programme. The Government recognises that the current economic situation is challenging for young people. It has therefore announced a new Youth Contract, worth almost £1 billion, which will support vulnerable 16 to 17 year olds in England to re-engage in education or training and provide subsidised jobs or work experience to 410,000 18-24 year olds over the next three years.

Building character and a sense of belonging

Responses to the Positive for Youth Consultation, particularly to the *Overarching Narrative*⁴⁷ endorsed strongly the importance of giving young people opportunities to develop their personal and social skills and qualities, and a sense of belonging. The Government is reviewing the National Curriculum and PSHE, supporting the School Games, supporting volunteering, encouraging more businesses to get involved, exploring opportunities to expand Cadet Forces particularly in maintained schools, and expanding the NCS offer to 90,000 young people by 2014, with an ultimate ambition of making it available to all 16 year olds.

- 4.56. Through the teenage years, young people continue to develop the values, attitudes and behaviours that shape their characters as adults, and to form ambitions for their adult lives. This process of personal and social development includes developing social, communication, and team working skills; the ability to learn from experience, control behaviours, and make good choices; and the self-esteem, resilience, and motivation to persist towards goals and overcome setbacks. These are qualities and skills that employers value. Personal and social development therefore supports young people's educational attainment and work readiness and reduces the likelihood of risky behaviours and the harm that can result from them.
- 4.57. Supporting young people to develop a strong sense of belonging is also crucial to developing a healthy society. This means young people feeling that they have something to contribute, that their views are important, and that they are respected and valued members of their communities. Evidence is clear that when young people feel like they belong to a family, an organisation, or a community they are motivated to make a more positive contribution and that they achieve better outcomes. For example, one recent study found that parents' participation in how young people spend their free time, the connectedness young people feel with their teachers, and the extent to which they feel safe in their community and have a friendly neighbourhood, were all protective factors against young people misusing multiple substances at age 15, and low life satisfaction⁴⁸.
- 4.58. Parents and carers have the primary influence and responsibility to support and nurture young people through to adulthood. What families do together is therefore crucial to young people's personal, social, and spiritual development, and their sense of belonging. These are matters for families to determine, not for Government to prescribe.
- 4.59. This section sets out how schools and colleges, business, and activities outside of education can help young people develop character and aspirations, and a genuine sense of belonging in their communities. While helpful for all, this will be particularly important for young people from families and communities where aspirations are low or who can provide them with few opportunities.

⁴⁷ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/Positive%20for%20Youth/b0077531/positive-for-youth-discussion-papers/overarching-narrative-for-the-youth-policy-statement>

⁴⁸ Health Behaviour of School-Aged Children (HBSC) 2010

Case study: Raising aspirations through community projects

O2's Think Big programme, run in partnership with the National Youth Agency and UK Youth, invites young people to decide what is important to them and to apply to lead their own projects. In addition to a £300 cash investment, young people get the training and support they need from one of the 63 youth charities supporting the programme. As a long-term multi-million pound programme, Think Big has ambitious objectives. By 2015, the aim is to involve 10,000 young people as project leaders, 100,000 young people as active participants in projects and 500,000 young people as benefitting participants.

Think Big is an open programme, but it particularly wants to help young people from less advantaged backgrounds to make successful life transitions. From the 1,500 projects funded so far 67% of young people are from less affluent areas and 33% are from the 20% of most deprived areas. Almost a third of project leaders are from ethnic minorities. These young people say they benefit from the trust invested in them by Think Big. For many less advantaged participants, it is a new experience to be asked what they want to do, to be given the opportunity to manage money, and to lead a project themselves.

Research shows that Think Big improves confidence. While 35% of participants still worry a lot about their future, 89% say they feel more strongly about their community, and over 80% think that they can take responsibility for a task, make decisions and see a task through to the end. These are key employability skills.

Think Big also invests in young people's campaigns to challenge stereotypes and help adults understand the positive role young people can and do play in their communities. And once young people have finished a Think Big project, they can apply to Think Bigger to expand the scope, reach and ambition of their project through access to funding of £2,500. These young people get more intensive training and are supported by O2 employee volunteer helpers to help them stay committed and succeed. There is potential for this to lead on to young people developing social enterprises.

In school and college

- 4.60. Good schools and colleges play a vital role in developing character and supporting personal and social development. They know how important it is to help young people develop the self-awareness, self-esteem and confidence to take decisions and seize control of their future learning and careers. They can help all young people understand the risks associated with certain behaviours and life choices. In line with their duty to co-operate to improve young people's wellbeing, they can spot any problems early and make the right connections with health and other relevant services to provide early support to prevent problems escalating.

Case study: Schools equipping young people for the future

Studio Schools aim to respond to employers' concerns about a lack of employability skills among schools leavers by equipping young people with key skills such as team working and communication skills. In a competitive and uncertain world, they aim to help young people think creatively, build resilience and be able to respond effectively to rapidly changing circumstances.

The employability and life skills that young people need to succeed have been identified and described explicitly in the CREATE framework which will underpin all the activities at a Studio School. CREATE is comprised of a wide range of skills and stands for Communication, Relating to people, Enterprise, Applied skills, Thinking skills, and Emotional intelligence.

- 4.61. Many schools and colleges offer a wide range of opportunities to young people during and outside the school day to take part in activities that can broaden their horizons, raise their aspirations, and support their personal and social development. The best do this in partnership, particularly with local authority services and voluntary and community organisations, as part of a strategy to maximise use of their facilities for the benefit of their pupils and the wider community. In April 2011 the Department for Education issued statutory guidance⁴⁹ to local authorities on targeted support services to ensure that vulnerable young people receive the help they need to engage in education and training. It expects schools to work in partnership with local authorities to ensure vulnerable young people receive the support they need.

Case study: A local authority and schools working together

An Independent Young People's Commission funded by Knowsley Metropolitan Borough Council has had a transformative effect on the design and delivery of local services. The council has responded to evidence that young people need to be empowered to be agents of their own change by devolving power to front line professionals and young people themselves. The new youth-led OurPlace youth facility funded through Myplace is at the forefront of this change.

Three additional Youth Zones in secondary Centres for Learning are also offering hundreds of young people over thirty types of arts, sports, cultural and educational activities. These Zones are run by integrated multi-disciplinary teams bringing together council youth workers with staff from the schools, the Police Force and other partners. They are already having a significant impact on participation in learning and on anti-social behaviour, which has reduced by up to 40% in some areas. Overall, over 200 young people have achieved or are working towards a recognised award through the Youth Zones.

Knowsley's youth offer recognises that empowering young people means supporting them to develop resilience and 'mental toughness' – the quality which determines in large part how people deal with challenge, stress, and pressure. Research has linked mental toughness closely with school performance, wellbeing and positive behaviours. This has reinforced Knowsley's development of a more inclusive, rounded, and broader learning offer that embraces wider enrichment and the

⁴⁹ Statutory Guidance for Local Authorities on Targeted Support Services for Young People, DfE, April 2011

development of resilience, mental toughness and character – not as an alternative to academic education but as an integrated component of it. The next phase of transformation in Knowsley is to develop the relationships between schools and youth work. This will facilitate a shift from delivering youth services in detached spaces out of school hours to interweaving them into the core school day.

- 4.62. The National Curriculum is not and was never meant to be the whole curriculum. It is important that young people get a rounded education and experiences at school. This will include the provision of high quality sport and other forms of physical education; personal, social, health and economic (PSHE) education including sex and relationships education; learning about religion and beliefs; a rich menu of cultural (including arts and music) experiences; access to healthy school food; and room in school life or through after school activities for exploration of wider social issues and for volunteering to help others. High quality PSHE education not only contributes to pupils' health and wellbeing but can also lead to a shift in values, intentions and behaviours that reduces young people's level of risk taking and as a consequence improves their overall outcomes.

Case study: Showcasing young people's musical talent

The Music for Youth festival series involves more than 100,000 young people each year providing nationally renowned opportunities for pupils to be inspired by others, including those learning an instrument for the first time. Music for Youth plays a valuable role in showcasing the high quality of achievement in music making by young people of all ages.

- Young people who take part comment on how the festivals bring people together. They say how inspired they feel after performing to new audiences alongside their peers and after receiving feedback from the team of Music for Youth music mentors.
- Teachers talk about Music for Youth providing their pupils with the motivation and inspiration to reach out for standards that would otherwise be unattainable.
- Family members take pride in seeing their children collaborate with others from around the country as they take to the stage of the nation's most prestigious venues.
- The media recognise the valuable part Music for Youth plays in showcasing positive young role models.

Music for Youth Festivals are open to everyone and are designed to inspire, nurture and support young people at every level of experience and from every possible musical genre and background. From the UK-wide Regional Festivals held in spring, around 12,000 young people are invited to perform at the six-day National Festival in Birmingham and from there to the Schools Prom at the Royal Albert Hall. In his recent review of Music Education in England, Darren Henley described these concerts as "among the most life-affirming and high quality events in the annual music calendar".

- 4.63. The Government's review of PSHE education will be considering the core

outcomes which it should achieve. This includes exploring how schools can better decide for themselves what more pupils need to know, in consultation with parents and others locally. It also includes considering how to simplify the statutory guidance on sex and relationships education, including strengthening the priority given to teaching about relationships, sexual consent, and the importance of positive parenting. The Government is interested in young people's views about what the outcomes of PSHE education at school should be and what knowledge and awareness young people should be taught.

Through sport

- 4.64. Competitive sport provides a particular opportunity for young people to develop their character, resilience, and team working skills. The Departments for Education, Health, and Culture, Media and Sport are working closely together to ensure that every young person can experience the excitement and benefits of competitive sport through participation in the new School Games competition. Building on the Olympic and Paralympic Games, this will provide a range of opportunities for competition. This will start with sport within and between schools, moving on to county level festivals of sport, and then culminating in national multi-day residential finals. The inaugural finals will take place in the Olympic Park in May 2012.
- 4.65. The School Games will include competitions for disabled pupils and pupils with special educational needs at local, regional and national level. This will increase significantly the sporting opportunities available for disabled children and young people, empower schools to deliver the very highest standards in disability sport, and allow disabled children and young people far greater access to compete alongside their peers. Sport England and the Youth Sport Trust are working with sport's national governing bodies to create new innovative formats, rules or adapted equipment, inclusive for all young people, for schools to use. A number of these will be designed to allow disabled young people to compete alongside and against their non-disabled and disabled peers.
- 4.66. While young people will be enthused by sport through the School Games they will also need to be pointed to good and welcoming sport clubs in their area that can keep their passion for sport burning. As part of delivering on the Olympic promise to use the Games to inspire a generation to get into sport, the Department for Culture, Media and Sport is tasking Sport England to focus more on youth, specifically the 14-25 year old age group. Increasing opportunities for young people to take part in sport with their friends may be particularly important for addressing the low levels of physical activity among girls – recent research shows that while only 28% of girls take part in sport with their families at least once a week, almost 56% do so with their friends⁵⁰.
- 4.67. A significant amount of sports facilities are located on school sites – a third of swimming pools in England and three quarters of sports halls and artificial pitches. Often these sports facilities have been part funded by the Lottery or other community funding. Sport England will continue to work with schools and other partners to help them open up school-based sports facilities for community use by young people and others. Community access to school sports facilities provides benefits to both the individual schools and their communities.

⁵⁰ Health Behaviour in School-aged Children (HBSC) World Health Organisation Collaborative Cross National Study. October 2011.

The role of business

- 4.68. Many young people are motivated by contact with business and other employers. Part-time jobs can help young people understand the adult world of work, develop new skills, and learn the habits of punctuality and persistence. Role models and mentors from the world of work, including those who have recently retired, can also be instrumental in helping young people to form aspirations and to be enterprising and entrepreneurial.

Case study: Role models from the world of work

Youth at Risk's 'My Life is My Business' programme was funded by Blackburn with Darwen Borough Council (where 19% of young people were not in employment, education or training) and the Aldridge Foundation (set up by Rod Aldridge OBE, the founder of Capita). It ran between May 2009 and December 2010.

Alongside the personal development training common to all Youth at Risk programmes the participants explored the concepts of 'entrepreneurship' and how these related to the way they lived their lives. Having established a new mind-set for some this led to support in finding and sustaining work experience or skills training. The programme presented the opportunity for Youth at Risk to use the advice and support of business leaders, including Rod Aldridge OBE, Mike Parton (former Chief Executive of Marconi), David Cruickshank (Chairman of Deloitte & Touche) and John Scott (Lazard & Company) to develop an enterprise, formulate a business plan and secure venture capital.

Around a third of the young participants who were not in education, employment or training had no or only the most basic of qualifications, yet around 50% progressed onto the entrepreneurship phase. Partners were surprised to learn that participants already had creative business ideas of their own very early in the programme. Of those who entered the entrepreneurship phase 50% have since started full-time college courses and all of the remainder are committed to working on their venture.

- 4.69. Being enterprising can be about young people showing initiative and resourcefulness in their education and wider lives. Or for some young people it can mean being motivated to establish their own social enterprise or business venture creating a route to self-employment.

Case study: Young people and social enterprise

Blastbeat is a social enterprise educational programme, developing a youth movement for positive change and community social capital creation. Blastbeat leverages young people's passion for music and social media to teach key business & transferable life skills, unlocking the potential of young people to be their best, and building bridges between the world of education and the workplace. Through Blastbeat young people set up an Event Social Enterprise through which they organise a concert for their peers. At least 25% of their profits are donated to a local cause or charity of their choice, or used to fund the development of their own social enterprise or club.

Jermain Jackman 16, lives in Finsbury Park. He took part in the Blastbeat programme in 2010 at Islington Arts and Media School. He was elected CEO of his

Blastbeat Event Social Enterprise, going on to be a finalist in 2010 and to win the Blastbeat UK Final in 2011. Jermain credits Blastbeat with improving his confidence, both as a leader, and as a performer. He says that Blastbeat lead him on a structured Path to the success he is now achieving as a social entrepreneur. He says, “At the start of the Blastbeat programme, my confidence wasn’t high at all, as a performer or as a CEO. But as I got to network, to feel the energy from the business and from performing, my confidence really improved a lot. Blastbeat has opened many doors for me, giving me the life and business skills I needed to succeed”.

- 4.70. Many businesses support work with young people through voluntary organisations and charities who are instrumental in helping them and their employees engage in relevant projects. Many schools and colleges also have links with employers and higher education institutions to provide young people from disadvantaged backgrounds with experiences designed to raise aspirations. This may be through alumni schemes or through support from organisations such as Business in the Community and their Business Class programme. The Government will work with the Education and Employers Taskforce on *Inspiring the Future*⁵¹, a new programme to get up to 100,000 people from all sectors and professions into schools and colleges to talk about their jobs and career routes. The entire Cabinet has signed up to the *Speakers for Schools*⁵² initiative which aims to give state schools access to high profile inspirational speakers who will speak in schools for free.
- 4.71. As part of the Social Mobility Strategy⁵³, the Deputy Prime Minister has launched a Business Compact on social mobility. This builds on the Government’s Every Business Commits agenda, asking businesses to do their bit to remove the barriers that can hold young people back. The Compact sets out practical ways businesses can avoid talent and ability going to waste and ensure that young people from all backgrounds have a fair chance to get ahead. This is good for business in ensuring they attract the best people regardless of social background, and good for society. The compact calls on businesses to:
- support communities and local schools including through making time for staff to participate in mentoring schemes for young people and in talking to young people about their careers;
 - improve skills and create jobs by providing opportunities for all young people to get a foot on the ladder, ensuring there is fair access to work experience opportunities and internships for young people from all backgrounds, including through providing and financial support; and
 - improve quality of life and wellbeing by recruiting openly and fairly, ensuring non-discrimination, including increased use of name-blind and school-blind applications where appropriate.

⁵¹ www.growingambitions.org/

⁵² <http://www.speakers4schools.org/>

⁵³ Social Mobility Strategy - Opening Doors, Breaking Barriers, Cabinet Office, April 2011

Case study: Fair access to work experience

In September 2011, twenty three of the UK's leading law firms launched PRIME, a profession-wide undertaking to give fair access to quality work experience for young people from less privileged backgrounds. PRIME commits member firms to provide work experience which gives an insight into the range of careers available in the legal profession and the potential routes into those careers. The target for the profession is to provide 2,500 work experience places by 2015. Each place will provide a young person with a minimum of at least 30-35 hours of work experience, together with help to develop key business and personal skills in areas such as oral and written presentation, networking and negotiation. Member firms will provide financial assistance during the programme, and maintain contact with young people after the work experience has ended. PRIME is open to all law firms operating in the UK.

In the community

- 4.72. The opportunities, relationships, and role models available to young people in their communities can have a significant influence on their personal and social development. This may be through being part of sports and arts clubs, youth or community groups, faith organisations, or through volunteering. Our country has a long history of social entrepreneurs creating new opportunities and activities for young people. In particular, we should be proud of our uniformed organisations and how they have pioneered and influenced the way in which communities around the world engage and inspire their young people. Such organisations help to create the strong communities that young people need, offering them supportive relationships and a genuine sense of belonging. This includes building trust between communities and generations, and enabling social mixing.
- 4.73. Locally-commissioned detached and centre-based youth work and youth workers make a vital contribution to the lives of many young people – helping engage them in their communities and supporting their personal and social development through informal learning. This is particularly true for those young people who don't get the support or opportunities they need from their family or community. Section 5 sets this out in more detail.
- 4.74. Volunteering is of particular value because it is freely given by the young person and helps build social trust. Social action projects empower young people to make a difference on issues they care about, and can therefore be an important vehicle for engaging the most disaffected. This can include leading and delivering services and activities for other young people.

Case study: Youth-led services for young people

The University of the First Age is a national education charity founded in 1996 which works with local authorities, schools and organisations across the UK to enrich and extend learning opportunities for young people aged 5 to 25. It aims to support young people to improve their self belief and confidence by creating challenging learning opportunities in and out of the school environment to raise aspirations and increase the likelihood of young people going onto further education, employment and training. Through the 'Lead Learner' programme, the University of the First Age has trained

young people to run clubs and activities for over 500 of their peers for at least 25 hours in their own time. Lead Learners are usually aged around 14-16 and they typically work with younger peers to deliver activities in their local communities. One example is 'The Kooky Kids Club' in Birmingham to help year 7 students get to know each other and settle in school with activities including whacky science and arts and crafts. Another is a 'Media and Photography Club' in Norfolk, where young people made pinhole cameras and music videos. Participants from the first year of the programme have gone on to establish regional support groups for new Lead Learners in the second year. Following the programme, 94% of young people now feel they are able to get on better with others. The programme has recently been rebranded as the 'Lead It!' programme and re-launched to schools, businesses and community organisations.

- 4.75. Environmental volunteering, especially where young people are responsible for designing and delivering projects which really matter to them personally, can be highly rewarding for young people and enable them to demonstrate a positive commitment to the areas in which they live. It can also help young people gain transferable skills and strengthen community cohesion. Many voluntary organisations in particular have expertise in managing environmental volunteering programmes. The Government welcomes their efforts to work in partnership with local authorities, businesses, and local communities to expand this kind of opportunity for young people.

Case study: Engaging young people through social action

Envision was set up ten years ago by four young people who wanted to tackle the perception that young people are apathetic. Today, it inspires and supports around 2,000 young people every year to develop and deliver projects to tackle the social and environmental problems that concern them most. The charity focuses on inner city areas: 85% of young people are from areas of high deprivation, two thirds are from black or Asian minority ethnic backgrounds, and the majority have not previously engaged in any kind of formal volunteering.

Envision's approach demonstrates that these young people are motivated to act when they are given the freedom to choose the problems they want to tackle and are supported to do so. And when they are motivated, young people discover their potential to make a difference. Once they discover this, they are often more inclined to apply this enthusiasm to a wider range of problems. Volunteering is made a youth-led activity: the young people decide on the issues that they would like to learn more about and tackle, they decide how to make a difference, they plan their project, they decide how and when to run their team meetings and they implement their project. This ensures that the experience is relevant to the diverse audiences they work with, because each group is allowed to approach the programme in their own way. Evaluation has shown that 96% of participants care more about the problems around them as a result of their experience, 68% said that they felt more like a valued member of the community, and 95% would look for similar opportunities to make a difference in future.

- 4.76. The Government is encouraging volunteering for all age groups including young people, by providing funding:
- of £4 million over 2011-15 to v – the national youth volunteering charity, to support the development of volunteering and social action for young people aged 16 to 25;
 - to create opportunities for young people to participate in community activities through Sport England and the Arts Council;
 - to develop a network of Young Ambassadors of sport across England, including to promote London 2012, increase participation in school sport, promote healthy lifestyles, and support delivery of the School Games, through the Youth Sport Trust;
 - of over £40 million over 2011-13 to support volunteering, giving and volunteering infrastructure through the Social Action Fund, Innovation in Giving Fund, Challenge Prizes and Local Infrastructure Fund; and
 - of over £1 million over 2011-13 to support YouthNet which runs the volunteering website www.do-it.org.uk and which will share its data more freely with other organisations.

National Citizen Service

- 4.77. The Government is piloting National Citizen Service to support young people's personal and social development and help to build a more integrated, responsible and engaged society. This offers a common experience to 16 year olds from a wide variety of different backgrounds, including those with learning difficulties and or disabilities, through a demanding programme of high quality personal and social development and volunteering activity at a key point in their development. It challenges young people to develop the skills needed to be active, responsible citizens and make a difference in their communities together. National Citizen Service also provides a new and specific way to celebrate and mark young people's transition to adulthood – something that as a country we have never done particularly well.
- 4.78. National Citizen Service is a new and additional opportunity to young people which does not seek to replace the valuable work of local youth organisations. It is being funded separately and in addition to the funding that the Department for Education provides to local authorities through the Early Intervention Grant.
- 4.79. Over 8,000 young people have already taken part in the programme during 2011 and up to 30,000 more will take part in 2012. The Government aims to expand the programme so 90,000 young people benefit in 2014. A wide range of bodies are already involved in delivery including youth organisations, sports associations, community and voluntary organisations, schools, colleges, local authorities and other statutory providers and the government wants to see this diverse provider base expanded. Providers are already reporting a range of benefits from developing new partnerships within their local communities. As the programme grows, it will be monitored to ensure continued high quality.

Case study: National Citizen Service 2011 pilots

A wide range of social action projects were developed by young people through National Citizen Service pilots in 2011. These take a broader view of community involvement than just volunteering. They encourage young people to explore the role of business, government, the media, and the voluntary sector. They help young people to understand how decisions are taken and by whom. They aim to develop young people's appreciation for the different groups and cultures which make up society and to understand how they can make a difference. Examples include:

Young people in Runcorn decided that local youth provision needed improving, after meeting a range of people from different age groups and backgrounds. They identified the Council's Property Services Team as the appropriate body to approach and arranged to meet representatives to discuss the issue. The young people made an effective presentation at the meeting and it was agreed that the group would be allowed to bring back to life a disused play centre. They drew up an action plan and proceeded to raise funds. With the help of local people and businesses they were able to bring the centre back to a serviceable, fresh, and welcoming condition. The refurbished centre was launched with a community fun day for young people and their families. By involving different community groups and services, the local shopping complex and the Council's Community Development Department, the group demonstrated that they could work as a team, generate a community spirit, deliver a project at low cost, take responsibility and make a difference. As a result of the project, the young people are seeking to secure the lease of the play centre, and Halton Council is working with the group to enable them to oversee the allocation of funding for youth organisations within the borough. In this way the Runcorn National Citizen Service graduates of 2011 will have a long-lasting and much appreciated impact on their community.

Young people in Liverpool explored the needs of their local community with the help of Everton Football Club. They discovered that elderly people had a fear of the younger generation and that young people and elderly people had very few opportunities to interact. They researched and contacted local care homes and arranged to spend time with the residents and spend time with elderly people listening to stories and enjoying each other's company. The young people have arranged to visit the care home again at Christmas.

Young people in Nottingham wanted to help homeless people by providing them with a 'survival kit' of basic items. They consulted clients at a local centre supporting the homeless to ask about the most appropriate items. After little success sourcing in-kind donations from local businesses, the young people decided to fundraise for the items themselves. As a result they were able to fund 30 survival kits for people who were homeless or in temporary accommodation. The homeless people appreciated the kits but appreciated the friendly kind approach of the young people even more.

- 4.80. Responses to the discussion paper *National Citizen Service*⁵⁴ showed strong support for the principles of personal and social development, social mixing, and social action. It was felt that work is needed to raise general awareness of the programme, and that evidence of its effectiveness and value for money need to be taken into account in decisions about the extent and pace of expansion. The 2011

⁵⁴ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/Positive%20for%20Youth/b0077531/positive-for-youth-discussion-papers/national-citizen-service>

authorities also have a statutory duty to publish a Sustainable Modes of Travel Strategy, based on an audit of the travel infrastructure and the travel and transport needs of children and young people aged 16 to 19 when travelling to education.

- 4.81. National Citizen Service presents youth organisations with a wide range of opportunities and benefits. Many organisations that are already active in delivering youth provision are benefiting from investment in the programme and many more stand to benefit as the programme is rolled out. Its model builds on the strengths and experiences of youth work, and the youth organisations involved in the 2011 pilots have benefited from developing more and stronger partnerships, sharing best practice, and learning new skills. The programme will bring greater investment into the development of the youth workforce, for youth workers and volunteers, in skills ranging from programme management and communications to direct work with young people. The evaluation of the pilots will help identify techniques and approaches of wider benefit in improving the skills of the workforce.
- 4.82. The Government is also funding the development of International Citizen Service to create opportunities for 18-24 year olds to work on projects overseas that aim to help reduce poverty. Such experiences can help young people develop skills, broaden their horizons, and contribute to society. In addition the Government is encouraging the participation of young people in international exchanges, such as those facilitated by the European Union's Youth in Action programme.
- 4.83. Many young people enjoy and benefit from their experience of activities with the Armed Forces. In many areas a wide range of partnerships exist between the Armed Forces and youth and community organisations and local authority youth services. Through the Ministry of Defence, the Government invests in Cadet Forces based both in schools and in communities. There are currently 137,000 young people involved in school and community based cadet forces in 3,300 units across the UK, supported by more than 25,000 adult volunteers. This represents a significant investment in the development of young people's aspirations, character and leadership potential.

Case study: Personal and social development through the Cadet Force

Luke was a Sea Cadet in Huyton in Merseyside, He says: "I grew up in a deprived area with high rates of crime and drugs. I was often getting into trouble with the police and my attendance at school was poor, and I left without any qualifications.

Then I joined the Sea Cadets. I will never forget the sense of pride, belonging, enthusiasm and teamwork that drove my sea cadet unit. The training I received was challenging and character building but at the same time fun. Being a cadet has shaped my life in so many varied ways – from self discipline, leadership, respect, and confidence to name a few. But most of all with the guidance from my fellow cadets, officers and instructors I became a good citizen and role model to fellow young people in the local community. The instructors in my unit changed my attitude towards learning. I gained a BTEC through the Cadet Vocational Qualification Organisation, an Institute of Leadership and Management team leading certificate, and my Duke of Edinburgh's award. These gained me a place in College to re-sit my GCSEs. My time in the cadets has taught me the importance of education and proven to me that anything is possible when you are willing to put in the time and effort."

- 4.84. Many schools recognise not only the benefits that being a cadet can have on the young people participating, but also the powerful impact that having a school-based Cadet Force can have on the day to day life of the school. The Ministry of Defence and the Department for Education are working together to find cost effective ways to meet the demand from state schools wanting to run their own Cadet Force Unit. Cabinet Office and the Department for Education are also working with the Ministry of Defence to explore options for strengthening the contribution of the Armed Forces to National Citizen Service.

Supporting young people's health and wellbeing

Comments on the Young People's Health and Wellbeing discussion paper⁵⁵ highlighted the importance of focusing specifically on young people in the health reforms; concerns about the quality and equity of PSHE; the potential of new media to transform health communications with young people; and the importance of making it easy and normal for young people to seek early health advice from a range of services. The stigma around sexual health and mental health was a key concern. The Government is including a focus on young people in all aspects of the health reforms, including their involvement in HealthWatch; reviewing PSHE to define the core outcomes it should achieve; and developing a new social marketing strategy for young people's public health.

A new public health system

- 4.85. The Government is committed to ensuring that the needs of everyone, including young people, are at the heart of the new public health vision. The Public Health White Paper⁵⁶ *Healthy Lives, Healthy People* makes clear that good health and access to responsive health services are as important for teenagers as for other age groups. Taking a life-course approach that looks at every stage of a person's life, it sets out how everyone has a role in improving young people's health and wellbeing. Subject to the passage of the Health and Care Bill, the responsibility for health improvement will transfer to local authorities who will jointly lead health and wellbeing boards. This offers exciting potential to improve the health and wellbeing of the local population, including young people.
- 4.86. Local authorities will receive funding for their new public health responsibilities in the form of a new ringfenced public health grant from 2013. Local authority responsibilities will include support for young people to prevent unhealthy lifestyle choices such as risky sexual behaviour, smoking, drugs, alcohol and lack of physical activity. This will be separate from the 80% of the NHS budget allocated by the NHS Commissioning Board to Clinical Commissioning Groups – which involve one or more local groups of GP practices working together with other medical and nursing clinicians to commission healthcare services for the whole population.
- 4.87. The statutory Joint Strategic Needs Assessment will be the main vehicle for bringing together data and intelligence on the needs of the local population, including young people's needs. It can draw from a variety of frontline services such as schools, colleges and the secure estate for young offenders. It will inform the priorities for the whole population, including young people, in the joint health and wellbeing strategy which in turn will inform commissioning of services through

⁵⁵ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/Positive%20for%20Youth/b0077531/positive-for-youth-discussion-papers/young-peoples-health-and-wellbeing>

⁵⁶ *Healthy Lives, Healthy People: our strategy for public health in England*, DH, 2010

the local authority and Clinical Commissioning Groups.

- 4.88. These reforms offer opportunities to improve health advice and services for young people through a more holistic and strategic approach. Under Section 10 of the Children Act 2004, local authorities continue to have a duty to have in place co-operation arrangements to improve children and young people's wellbeing. Their statutory partners, including schools and the new Clinical Commissioning Groups, must engage in those arrangements.
- 4.89. Within this new system, commissioners will seek to ensure that services are youth friendly and sensitive to the needs of both young men and women. This means services being confidential and accessible at times when young people most need them. It means helping young people to view seeking advice and help from general practitioners and other professionals as normal and not an act of last resort, and ensuring that judgmental attitudes and stigma no longer deter young people from seeking early advice. It also means ensuring quality of care across different care pathways – particularly making sure that young people with chronic health conditions, mental health problems, disabilities, or special educational needs get the support they need around key transition points. The Department of Health's You're Welcome criteria is a popular framework for designing and delivering young people friendly services, with local areas having the flexibility to involve young people to develop their own local service brands⁵⁷.
- 4.90. The Positive for Youth consultation confirmed that young people want a say in their health services. Local HealthWatch England, which is being set up as part of the health reforms, will provide one way of giving voice to young people's needs, including those who are ill or disabled. It will draw on learning from the many examples of youth engagement in health – such as Not Just a Phase⁵⁸ and Changemakers' Young Commissioners programme – to ensure that young people's involvement is sustained, inclusive of the most marginalised, and measured to demonstrate its impact.

Case study: Young people's voice in health services

The Brighton and Hove Youth Council has recently reviewed its constitution to reflect the new local commissioning strategy for children and young people. It employs seven officers as children's commissioners, plus a lead commissioner, who commission education, youth, social care and health services jointly on behalf of the council and the NHS. As part of contractual agreements, two young people will be nominated from each commissioned service to sit on the Youth Council.

The Youth Council will work with the local authority's Strategic Commissioning Team to create a neighbourhood plan of services for young people and to carry out yearly assessments of the services commissioned. It will also work with the council's media team on how best to communicate with young people across the city.

This arrangement is likely to ensure young people's views are integrated into the work of the health and wellbeing board.

⁵⁷ You're Welcome': quality criteria for young people friendly health services, DH 2011
http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_126813

⁵⁸ Royal College of Paediatrics and Child Health

- 4.91. The school health service, with school nurses at its core, will work with other professionals to support schools in managing pupils' wellbeing, medical and long-term condition needs and to help develop schools as health-promoting environments. The Department of Health is developing a new vision for school nurses, drawing on views of young people⁵⁹ and collaboration with the sector, to reflect their broad public health role in the school community. However, good public health for young people is not the sole responsibility of professionals in the health service – it is important for all young people to have a trusted adult to turn to for advice. The school and college workforce, youth workers and other professionals working with young people including in the voluntary sector all have a role in improving young people's health and wellbeing.

Case study: Access to health and other support services through school

In Wiltshire, following a strategic review between the young people's community health services and public health, a new school nursing service has been implemented based on the Department of Health's Healthy Child Programme 5-19. The school nursing team includes Specialist Community Public Health Practitioners, school nurses and school health assistants. Each school in the county has a named school nurse and attached team who provide support including the development of health care plans for young people with chronic conditions, ensuring the wellbeing and safeguarding of vulnerable and looked after young people, and helping to deliver sex, relationships and education programmes.

All senior schools are also offered a school nurse weekly drop in session offering pupils confidential advice on a range of issues including emotional health and wellbeing, sexual health, smoking, drugs and alcohol, bullying and problems with family and friends. Young people needing more specialist services, for example a choice of the full range of contraception, are referred to Wiltshire's young people-friendly No Worries service.

The school nurse service provides expert advice to schools to help them fulfil their public health role, and offers young people swift access to advice in a rural county where travelling to services is often difficult.

- 4.92. The Government wants to support young people to make confident choices about their health and is devising a new approach to behaviour change marketing for young people. The Department of Health recently published *Changing Behaviours, Improving Outcomes*⁶⁰, a new social marketing strategy for public health. This strategy takes looks at every stage of a person's life and recognises that young people need tailored support to assist them with making healthy and responsible choices. A £4 million investment has been assigned this year to a new youth marketing programme and a strategy is being developed with young people and experts in both marketing and behaviour change. The strategy aims to reduce harmful lifestyle choices through better signposting for both young people and their parents to credible and high quality health advice. It also aims to support conversations between young people, their peers and parents about health matters. It will seek to build resilience in young people by giving practical help to both parents and those who work in the youth sector.

⁵⁹ Including Our School Nurse: young people's views on the role of the school nurse, British Youth Council, 2011

⁶⁰ http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_126409

- 4.93. Within a broad strategy to tackle health inequalities across the country and the wider social determinants of health, the Department of Health is addressing the health needs of the most vulnerable people of all ages through the Inclusion Health programme. It is focusing initially on homeless people, gypsies and travellers, and sex workers.

Young people's mental health

- 4.94. Poor emotional and mental health blights the lives of too many young people, preventing them from flourishing and achieving their potential. For some young people, this may be related to the poor mental health of their parents and the additional caring responsibilities this places on them⁶¹.
- 4.95. The cross-Government mental health strategy *No health without mental health*⁶² has a strong focus on children and young people. The strategy gives equal value to mental and physical health services. It recognises that the foundations for lifelong wellbeing are laid down well before birth, and that there is much that can be done to protect and promote wellbeing and resilience through the early years into adulthood. Half of those with lifetime mental health problems first experience symptoms before the age of 14. The strategy has a strong focus on early intervention to prevent problems escalating, and a commitment to tackle the stigma and discrimination associated with mental health which makes it difficult to seek help. This is particularly important for children and young people most at risk of poor mental health, such as children in care and care leavers.
- 4.96. The Department of Health and Comic Relief are jointly funding *Time to Change*⁶³, the campaign addressing mental health stigma and discrimination, until 2015. Time to Change has been successfully tackling adult mental health stigma for a number of years and will continue to do, but is starting a new programme to test approaches amongst children and young people in two pilot areas.
- 4.97. Support for children and young people includes:
- at a universal level – promotion of good emotional and psychological wellbeing and early support. This is delivered through frontline staff whose main role is not mental health but who have an understanding of the developmental needs of a child or young person such as GPs, social workers, health visitors, school nurses and teachers;
 - at a targeted level – mental health specialists working individually with the child or young person, e.g. educational psychologists, school counsellors. Children and young people with more severe problems who require specialist help can be referred to multidisciplinary teams who will work with the school and where appropriate the family;
 - good practice from the Targeted Mental Health in Schools programme and learning from the national evaluation⁶⁴ which ran from 2008-2011 to provide early intervention for 5 to 13 year olds at risk of mental health problems. Building on this success, the Department for Education is providing support through the Young Minds-led Better Outcomes and New Delivery (BOND) consortium to build the capacity of the voluntary and community sector to

⁶¹ The independent CAMHS review, 2008

⁶² No health without mental health: a cross-government mental health outcomes strategy for people of all ages, DH, Feb 2011

⁶³ www.time-to-change.org.uk

⁶⁴ Me and My School: Findings from the National Evaluation of Targeted Mental Health in Schools 2008-2011, DfE 2011
<https://www.education.gov.uk/publications/RSG/publicationDetail/Page1/DFE-RR177#downloadableparts>

support early intervention in mental health, expanding choice and provision within the sector;

- the Department of Health's Improving Access to Psychological Therapies project which aims to transform existing mental health services for children and young people through staff training in delivering evidence-based therapies and through enhanced supervision and monitoring of outcomes session by session. Training started in November 2011;
- helping local partnerships develop evidence-based, cost-effective approaches to help meet the complex emotional and behavioural needs of looked after children and those on the edge of care or custody. Pilots include Multi Systemic Therapy, Multi-dimensional Treatment Foster Care, 'KEEP' (parenting skills for foster carers), and Functional Family Therapy. These have been successful in helping some very vulnerable children and families to start to recover and to turn their lives around.

Case study: Mental health support for looked after children

Since 2006, Rotherham, Doncaster and South Humber NHS Foundation Trust's children and adolescent mental health service (CAMHS) team have been working to improve support for looked after children with mental health problems and aims to improve psychological outcomes for this group. The approach also aims to reduce the number of expensive out-of-county placements being required and reduce the number of placement breakdowns.

The approach includes an annual screening and needs assessment that informs the level of ongoing support that is offered with provision of psychological support being directed based upon the level of assessed need (higher, medium, or lower). This has led to improvements in the way services are co-ordinated and the introduction of a 'no waiting list' principle. Professionals and carers feel that communication and the identification of needs have both improved, that crisis responses from foster carers have reduced and that foster carers' understanding of the psychological aspects of the children they are caring for has improved. The Trust reports that 47% of those with the highest need (most vulnerable children) have moved down the scale to low need (requiring less support or specialist intervention) within three years of becoming involved in the programme. The team operates in complete partnership with the Local Authority and a 'team around the child' approach is adopted.

Sexual health and teenage pregnancy

4.98. Supporting young people to make informed decisions about their sexual health is crucial to enabling them to fulfil their potential and contribute to society. Reducing teenage pregnancies and sexually transmitted infections and improving outcomes for teenage parents form a key part of local areas' work to tackle child poverty and address health inequalities. There is a strong evidence base on successfully preventing under-18 conceptions and supporting teenage parents. Areas can also learn from the experiences of those localities which have already achieved significant reductions. Key success factors include:

- strategic leadership and accountability, and use of local data and population knowledge to inform commissioning of services and to monitor progress;

- improving the quality of teaching of sex and relationships education within personal, social health and economic education by schools and colleges;
- support for parents and carers to encourage early discussion on relationships and sexual health with their children;
- youth-friendly contraception and sexual health services, trusted by teenagers and well known by professionals working with them;
- aspirational personal and social development programmes and targeted sex and relationships education and sexual health advice for at risk groups of young people; and
- training on sex and relationships for practitioners in touch with young people at risk.

4.99. Preventing under-18 conceptions and sexually transmitted infections will also be covered in the Department of Health's forthcoming paper on Sexual Health, which will examine how improvements to sexual health can be achieved throughout life.

4.100. As with all health issues, young people should be at the heart of this work. They can help schools review their relationships and sex education programmes using the guide developed by young people for the Sex Education Forum. They can also undertake mystery shopping of sexual health services through the You're Welcome programme or develop local sexual health campaigns.

Case study: Helping young people make well informed decisions about relationships and sex

The Sex Positive Campaign was developed by Brook young volunteers, as part of the V talent year programme, a national full time volunteering programme for young people. The campaign was prompted by their personal experiences of poor sex and relationships education, overwhelmingly negative attitudes towards young people's sexuality, and a lack of information about sexual health services. Recognising that many young people had the same experiences, the young volunteers were inspired to start a new movement to try to change society's attitudes to become 'sex positive' to make it easier for young people to talk about and make positive choices about sex and to tackle the stigma about asking for advice on sexual health.

The online campaign www.sexpositive.org.uk uses social media: Twitter, Facebook, Tumblr, and YouTube. The campaign Twitter account @BeSexPositive currently has nearly 1,000 followers and is used to generate discussion and awareness around sexual health issues. The team has also run offline events to get other young people involved. To date over 1,800 people have pledged to be Sex:Positive, including the boy band JLS. The team has met with MPs, Peers and Ministers, and persuaded celebrities, organisations, and individuals of all ages to pledge to do something to change society's attitudes to be sex positive.

Alcohol, drugs and smoking

4.101. The vast majority of young people do not take drugs or misuse alcohol. However some young people do choose to do so in ways which can lead to serious consequences for themselves and others.

- 4.102. Within the 'Reducing Demand' strand of the Drug Strategy⁶⁵, published in December 2010, the Government set out an approach to prevent early drug or alcohol use especially amongst under-15s. This focus reflects the fact that early onset of drug or alcohol use is associated with subsequent binge or heavy drinking, alcohol related problems, risky sexual activity, poor educational attainment and adult dependency. A national alcohol strategy is currently in development.
- 4.103. The risk factors and many of the interventions for alcohol as well as drug misuse overlap. The drug strategy commits to preventative action for young people in these two areas. This includes specialist substance misuse services for young people. Action already in hand includes:
- providing £25 million in 2011-12 for young people's specialist drug and alcohol services;
 - introducing a new system of temporary bans on so called 'legal highs' as well as establishing an early warning system for new substances;
 - ensuring school staff have the information, advice and power to prevent substance misuse, including clearer powers to search for and confiscate drugs and alcohol, including legal highs. The review of personal, social, health and economic education will consider the best ways of supporting teachers to deliver effective drug and alcohol education and to help pupils keep themselves safe;
 - making sure that young people are protected from inappropriate alcohol advertising and marketing;
 - providing high quality, information, advice and help to all ages through the FRANK website and helpline;
 - intensive support for young people whose drug or alcohol misuse has already started to cause harm, or who are at risk of becoming dependant. In addition, the Choices programme will fund a number of alliances of national and local voluntary and community organisations to provide targeted prevention and early intervention for vulnerable and at risk groups of young people to reduce substance misuse and related offending. The role of the national organisations will be to encourage sustainability and support the development of effective local approaches through the transfer of skills, expertise and knowledge to local voluntary organisations.
- 4.104. The Government is committed to reducing the uptake of smoking in young people. *Healthy Lives, Healthy People: A Tobacco Control Plan for England*⁶⁶ was published in March 2011 and this set out a key national ambition to reduce smoking in 15 year olds to 12% or less by 2015. This target is already being met.
- 4.105. In the past few years, some of the actions the Government has taken have helped reduce the numbers of young people smoking. It has raised the age of sale for tobacco products from 16 to 18 years and comprehensively banned advertising of tobacco in print, on billboards and on the internet. It has introduced legislation into Parliament to increase substantially sanctions for retailers who persistently sell tobacco to people under the age of 18 and introduced laws to provide protection from the harm caused by exposure to second hand smoke in enclosed work and

⁶⁵ Reducing demand, restricting supply, building recovery: supporting people to live a drug-free life, Home Office, 2010

⁶⁶ http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_124917

public places.

4.106. The Government recognises that while nicotine keeps tobacco users physically dependent, there are a wide range of social and behavioural factors that encourage young people to take up smoking and make it difficult for tobacco users to quit. Smoking is an addiction largely taken up in childhood and adolescence. It is therefore vital to reduce the number of young people taking up smoking which is both detrimental to their health and increasingly expensive. Given the substantial health risks caused by tobacco use, the Government is committed to preventing the promotion of tobacco products. It will:

- enforce the ban on the sale of tobacco products through vending machines;
- implement the tobacco display provisions in the Health Act 2009 for large shops from April 2012 and for all other shops from April 2015;
- consult in Spring 2012 on options to reduce the promotional impact of tobacco packaging, including plain packaging;
- examine the impact that the advertising and promotion of smoking accessories, including cigarette papers, has on promoting the use of tobacco products and consider whether further action is needed;
- work with media regulators and the entertainment industry around the portrayal of smoking in entertainment media;
- look at how to decrease smoking rates in people with mental health problems, as young people with mental health issues are more likely to smoke;
- consider whether the internet is being used to promote tobacco to young people in the UK and, if so, examine what more can be done on a global level; and
- encourage local areas to consider action to further protect young people from exposure to smoking so they do not see it as a normal behaviour, reducing the likelihood of them becoming smokers.

Tackling obesity

4.107. Levels of overweight and obesity in England continue to pose a major public health challenge. If a child is obese in their early teens, there is a high likelihood that they will become an obese adult with related health problems in later life. However, most young people are a healthy weight and it is important that they get the right information to help them stay that way. For those who are overweight or obese, they should have every chance to reach a healthier weight.

4.108. *A call to action on obesity in England*⁶⁷ recently published by the Department of Health sets out the Government's approach to this issue including national ambitions to see falling levels of overweight and obesity by 2020. It calls on everyone to play their part, including business, to do more to make the healthier choices the easier choice. Through the new 'responsibility deal' with business, pledges have been made to support making the healthier choice easier. For example calorie labelling in take-aways and restaurants is becoming more and more common.

⁶⁷ Department of Health, 2011, http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_130401

- 4.109. The Department of Health has recently published the Chief Medical Officer guidelines for the amount of physical activity young people should undertake⁶⁸. It recommends that all young people should be getting 60 minutes of moderate to vigorous activity per day.
- 4.110. As referenced earlier, the Department of Health is supporting young people to be more active through funding the school games and ensuring a specific focus on getting the least active to take part. To complement this, the Department of Health is supporting the creation of a new and innovative school sport club model aimed at getting young people, put off by traditional school sports, to be more active. Change4Life school sport clubs will use the inspiration of the Olympics to create 3,000 secondary clubs and 4,500 primary clubs and leave a lasting legacy of young people being more active and engaged.

Protecting the most vulnerable young people

A number of those responding to the *Overarching narrative discussion paper*⁶⁹ highlighted that the starting point for policy should be the welfare and wellbeing of young people. The Government is making far-reaching changes to the safeguarding system in response to Professor Eileen Munro's review and will ensure that arrangements for older children and young people are addressed explicitly in these changes. It will be taking further action to improve the lot of children for whom the state acts as corporate parent, including improvements in arrangements for adoption.

- 4.111. Tragically, there are a range of young people in our communities who are particularly vulnerable and at risk of poor outcomes. This includes young people who need safeguarding against abuse or neglect, young people in care, young people who are themselves carers, and homeless young people. Among these may be those who are refugees or unaccompanied asylum seekers.
- 4.112. The Government is committed to the protection of children and young adults from discrimination because of race, disability, sex, religion or belief, sexual orientation, and gender reassignment in employment, the provision of services, and the exercise of public functions. The Equality Act 2010 provides this protection.

Safeguarding

- 4.113. Young people need protection from mental and physical abuse and neglect just as babies and younger children do. Older children may be more vulnerable to sexual exploitation, which is often preceded by grooming by those who seek to exploit them. This could take place in person or over the internet. There are also many other risks to young people in a range of different contexts, such as victimisation by or within gangs, forced marriage, female genital mutilation, abuse related to beliefs in witchcraft or spirit possession, or abuse by those who work with them in formal settings such as schools or informal setting such as out of school activities.
- 4.114. The Government wants to improve arrangements for protecting young people from

⁶⁸ UK Physical Activity Guidelines, DH 2011

http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_127931

⁶⁹ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/positive%20for%20youth/b0077531/positive-for-youth-discussion-papers/overarching-narrative-for-the-youth-policy-statement>

harm. The Munro Review⁷⁰ made recommendations on how to achieve this goal and as a result the Government will be supporting national activity to:

- improve front-line practice in child protection and safeguarding;
- increase innovation in child protection services and support for children and young people who are subject to or at risk of abuse or neglect;
- improve learning and support within and across child protection services; and
- support development of improved multi-agency approaches to child protection.

4.115. New digital technologies are an integral part of the lives of young people and when used effectively can provide an important educational resource and help raise educational standards. Inappropriate use of these technologies can however bring risks such as access to inappropriate content. The UK Council for Child Internet Safety brings together around 180 organisations that are committed to working together with government, industry, charities, academia, and law enforcement to help to keep young people safe online. Its Executive Board is jointly chaired by Tim Loughton, Parliamentary Under Secretary of State for Children and Families, and James Brokenshire, Minister for Crime and Security.

4.116. The majority of children are taught internet safety in school: 96% of primary schools and 73% of secondary schools teach e-safety in class⁷¹; and 79% of children say that their lessons at school teach them about the internet⁷². Organisations such as the South West grid for learning, Childnet and the National Education Network also work to ensure that there is access to information and good practice on keeping children safe online. There is however also a need to ensure the availability of consistent and high quality information for parents. The Child Exploitation and Online Protection Centre is leading work to create a 'one stop approach': one set of information about the risks and what parents should do about them, updated continuously and accessible at the point of service use. The UK Council for Child Internet Safety plans to launch this work on Safer Internet Day in February 2012.

4.117. Young people from all sections of society and parts of the country, boys as well as girls, can be the victim of sexual exploitation. In November 2011, the Government published a *Tackling child sexual exploitation action plan*⁷³ – developed with key national and local organisations and agencies in government and the voluntary sector – for tackling this dreadful form of abuse. The action plan addresses issues of raising awareness and understanding, effective prevention and detection, securing robust prosecutions, and improving support for victims and their families. It brings together for the first time actions already being taken and actions which will be taken forward in the future

4.118. As part of the work to end gang and youth violence, the Government will work with organisations such as Rape Crisis, The Survivors' Trust and local Sexual Assault Referral Centres to improve services for young people suffering sexual abuse by gang members and other violent offenders. Over the next three years it will make an additional £400,000 per year available to improve services to support children and young people under 18 suffering rape and sexual abuse – including from

⁷⁰ www.education.gov.uk/munroreview

⁷¹ Harnessing Technology Schools Survey 2010

⁷² Ofcom Children's Media Literacy in the Nations 2010

⁷³ <http://www.education.gov.uk/childrenandyoungpeople/safeguarding/safeguardingchildren/a00200288/tackling-child-sexual-exploitation-action-plan>

gangs. Proposals, to be developed with the new Home Office Sexual Violence Forum, will be published shortly. The Government will also establish a working group which will include representatives from Government, the voluntary and community sector and the criminal justice sector to develop proposals to address violence against women and girls and female involvement in gangs (including in the context of child sexual exploitation). This group will report to the Inter-Ministerial Group on Ending Serious Youth Violence.

- 4.119. The Government will work to challenge attitudes and behaviours that accept abusive relationships. Many young people, particularly girls but also boys, report that they have experienced some form of emotional abuse⁷⁴. Abusive relationships can happen to anyone, starting with verbal or emotional abuse that escalates into physical or sexual abuse. The Government believes it is important to ensure young people develop healthy relationships and know where to go for support when things go wrong. The Government's campaign *This is Abuse*⁷⁵ aims to prevent teenagers from becoming victims and perpetrators of abusive relationships. It will encourage teenagers to re-think their views of violence, abuse or controlling behaviour in relationships and direct them to places for help and advice.

Case study: Young people's reaction to the *This is Abuse* campaign

"This is a great campaign and really needed. If I had seen this advert a year ago I would have realised what I was going through much sooner and left. Thanks".

"These videos are great. They're all true. No one should treat someone they love that way, and no one who thinks they're being loved should stand for this abuse."

"These adverts have made me see the truth; he's gone away and if he comes back unchanged, I've realised it's over."

"These adverts show girls you don't have to put up with things like that."

- 4.120. The Government has recently published a missing persons strategy looking at issues relating to missing children and child sexual exploitation and providing a coherent outcomes-focused vision which all partners can work together to deliver⁷⁶. This strategy follows an All Party Parliamentary Group inquiry into support for families of missing people which concluded in July 2011.
- 4.121. The real issues of safeguarding should not be allowed to create a climate of suspicion that puts off adults of good will from coming forward to work with young people. The Government will scale back the Vetting and Barring Scheme to common sense levels, but ensure that 16 and 17 year olds remain within the scope of the scheme. This recognises that older children can also be vulnerable and at risk of harm. Changes to the scheme should encourage more individuals to volunteer with young people, whereas the previous arrangements may have deterred people from doing so.

Young people in care

- 4.122. Young people in the care system are one of the most vulnerable groups in society,

⁷⁴ Partner exploitation and violence in teenage intimate relationships, NSPCC, 2009

⁷⁵ <http://thisisabuse.direct.gov.uk/>

⁷⁶ Missing children and adults – a cross government strategy, <http://www.homeoffice.gov.uk/publications/police/missing-persons-strategy?view=Binary>

authorities also have a statutory duty to publish a Sustainable Modes of Travel Strategy, based on an audit of the travel infrastructure and the travel and transport needs of children and young people aged 16 to 19 when travelling to education.

4.123. The Government wants to narrow the attainment gap between looked after young people and the rest and to make sure that care leavers are supported to stay on in education. It is therefore giving children in care extra support at every stage of their education:

- from September 2013, in the early years, two year old children in care will have an entitlement to 15 hours of free early education per week, giving them the opportunity to learn, play and gain the necessary skills to do well when they start school;
- the Pupil Premium, extra funding for schools to support the most disadvantaged pupils, will be allocated to pupils who have been looked after for more than 6 months as well as children on free school meals;
- looked after children and care leavers have an entitlement to the new 16 to 19 Bursary, worth £1,200 per year – more than they would have received under the Education Maintenance Allowance; and
- care leavers who go on to higher education are entitled to a one-off higher education bursary worth £2,000.

4.124. The Government has published Children in Care and Adoption Performance Tables⁷⁷. They show, against 15 key indicators, how each local authority is performing with the aim of driving local debate and discussion on how to improve the support provided to children in care and care leavers. It is funding the voluntary sector organisation Catch 22 to run the From Care2Work programme, which is improving partnership working between employers and local authorities to increase employment opportunities for care leavers.

4.125. Looked after young people and care leavers are being supported to drive local change and improvements in the services they receive. This is happening in a number of ways. These include funding the voluntary sector to support the work of Children in Care Councils, through holding quarterly Ministerial meetings with care leavers and by setting up the Tell Tim website so that young people and their carers can engage directly with ministers about what is and is not working well. The Government has also published the Foster Carers Charter which is acting as a catalyst for local discussions between foster carers, looked after children and local authorities about how to improve the quality of foster care.

4.126. The Government is also investing in the futures of looked after children by opening a Junior Individual Savings Account (Junior ISA) for every child in care for a year or more and who has not previously benefited from a Child Trust Fund. The Government will open the accounts with payments of £200 from 2012, so that these children can start to build a long-term financial asset which they can draw on later in life. The Government will be encouraging additional contributions into these accounts from other organisations and individuals to help these funds grow. The scheme will also provide financial education to these young people and their carers so they are prepared to make important decisions about how to use their money.

4.127. The Government is giving adoption renewed impetus as a route to a permanent

⁷⁷ Children in Care and Adoption Performance Tables, DfE 2011

<http://www.education.gov.uk/childrenandyoungpeople/families/adoption/a00199753/children-in-care-and-adoption-performance-tables>

family home for children who cannot live with their birth families, and many of whom have experienced nothing but neglect and abuse. The Government wants to raise the profile of adoption and create a more effective and user friendly adoption system. It has appointed Martin Narey as Ministerial Adviser on Adoption to help achieve this aim. Special Guardianship orders, which were introduced in 2005, also provide a route to achieving permanence and stability for children, particularly older children, who cannot live with their birth families and for whom adoption may not be appropriate.

- 4.128. In addition to the new Children in Care and Adoption Performance Tables, the Government has also recently amended the school admissions code to give priority to those children who leave care under an adoption, special guardianship or residence order. This continues an entitlement they had as a looked after child – since many of these children have had traumatic experiences in their early lives and they do not stop being vulnerable just because they are now in a loving home. And in October 2011, the Government launched an Adopters' Charter which sets out what prospective adopters can expect from their adoption agency.

Young carers

- 4.129. Young carers are another priority group for the Government. Its new carers strategy⁷⁸ has a strong focus on supporting young carers. The strategy emphasises the importance of adult and children's services working together with the voluntary sector to identify and support young carers. It also encourages local authorities to adopt the principles of a memorandum of understanding published by the Association of Directors of Adult Social Services and the Association of Directors of Children's Services⁷⁹. This states that no care package should rely on a young person taking on an inappropriate caring role. To support local discussions about improving support for young carers and their families, the two Associations have also recently published a paper⁸⁰ that brings together existing good practice and other useful resource materials.
- 4.130. The Government is committed to working with local authorities and the voluntary sector to break down barriers and support the spread of evidence based practice on supporting young carers. The Department for Education has awarded funding of up to £1.5 million to The Children's Society and The Princess Royal Trust for Carers over the next two years for this purpose. These organisations will identify and share best practice and case studies, encourage 'whole family' approaches to supporting young carers, and promote the new e-learning module the Department has developed for school staff on the needs of young carers.

Housing and homelessness

- 4.131. The Government's Ministerial Working Group on Homelessness brings together eight government departments to help tackle the complex causes of homelessness. It published its first report: *Vision to end rough sleeping: No Second Night Out nationwide* in July 2011 which set out the Government's intention to roll out the No Second Night Out approach nationally. This is the approach being taken by the Mayor of London to identify quickly new rough sleepers. The report includes a commitment to promote work to prevent and tackle youth homelessness and

⁷⁸ Recognised, valued and supported: Next Steps for the Carers Strategy, DH, 2010

⁷⁹ Working Together to Support Young Carers, ADCS, 2009

⁸⁰ Signposts – working together to improve outcomes for young carers in families affected by enduring parental mental illness or substance misuse, ADASS and ADCS 2011

support care leavers so that they do not become tomorrow's rough sleepers.

- 4.132. The Homelessness Safety Net provides one of the strongest safety nets in the world for families with children and vulnerable people who become homeless through no fault of their own. It provides a consistent, national statutory framework for the provision of homelessness assistance across England. This safety net was strengthened by extending the priority need categories (that is, those categories of housing applicant who must be secured accommodation if they have become homeless through no fault of their own). The additional categories include young people under the age of 21 who are vulnerable as a result of leaving care and 16 and 17 year olds who find themselves homeless.
- 4.133. Where a lone homeless 16 or 17 year old young person has been assessed as a child in need under the Children Act 1989, local authorities should provide accommodation to them as a looked after child, so that they receive the full support provided for children in the care system. Local authorities also have clear legal duties to support care leavers as set out in revised Government regulations and statutory guidance which came into force on 1 April 2011. This says particular support should be provided to ensure that all care leavers live in suitable accommodation as detailed in the legislation framework.
- 4.134. Housing authorities should continue to work closely on targeted early intervention with Children's Services, schools, colleges and services for excluded young people, in order to tackle issues around family conflict and disrupted education. Local authorities should also continue to identify the drivers behind youth homelessness, which in turn will help them commission and develop services in their local area.

Preventing youth crime and supporting young people in the Criminal Justice System

Responses to the *Preventing youth crime and substance misuse*⁸¹ discussion paper stressed the importance of identifying early warning signs for young people's involvement in crime and a multi-disciplinary approach to strengthen protective factors, including building young people's sense of belonging. Better coordinated government policy will help support local integrated approaches. The Government's recent report on gangs and youth violence reflects this approach. It highlights the importance of education and employment reforms in raising the attainment and aspirations of the most vulnerable young people, while making clear the important role of all services to spot and address early risk factors. The Government is establishing an Ending Gang and Youth Violence Team to provide practical advice and support to up to 30 local areas with a gang or serious youth violence problem.

- 4.135. When young people commit crime or anti-social behaviour, they need to be challenged and their behaviour dealt with firmly for the protection of others, to reinforce positive norms and for their own benefit. Those who may commit crime need to understand the consequences.
- 4.136. Of those arrested and charged following the public disorder in some English cities

⁸¹ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/Positive%20for%20Youth/b0077531/positive-for-youth-discussion-papers/preventing-youth-crime-and-substance-misuse>

in summer 2011, around a quarter were under the age of 18⁸². This still represents a significant number. However, the disturbances and looting did not represent the full picture of young people in our country today, and it is clear the vast majority of young people are not involved in violence or gangs and want nothing to with it. The small numbers of young people who are involved have a disproportionately large impact on their communities, and they are not randomly distributed.

Case study: Young people's views on the disturbances

"I am disgusted at the behaviour of the people taking part in the rioting and looting. It is inexcusable and the people that took part should be punished accordingly and fairly. It is upsetting as well because as the media's perception of the young people was slowly positively changing, now the rioters have taken us back to square one, despite the rioters being a minority, young people are now going to be pre-judged again and that's simply not fair." Female, 14.

"The media has painted all young people as being responsible for this mindless and despicable act we have all seen. There are many young people that have not been involved with these attacks, refused to take part, and in some cases have stood up to many of these rioters. As a Member of the Youth Parliament and a member of the Hounslow Youth Council, I am constantly around young people, who are in no way influenced by this level of violence. In fact, during the period of rioting we as a group of young people have been volunteering in the community, for example doing cleaning and gardening in an Elderly Care Home". Female, 18.

- 4.137. Government funded research⁸³ into the disturbances found a complex picture of motivations, influencing factors, and decision making processes among those involved. It also identified some protective factors in non-riot areas, such as a sense of community cohesion and young people feeling they were involved in their area and had a route to influence and improve local services. The positive use of social media by community leaders, police and young people was also influential in deflecting people away from trouble and calm things down. While much attention has been paid to understanding the situation in areas affected by the disturbances, there is also much to be learned from those areas where they did not take place.

Case study: Young people's role in preventing disturbances

Young people in Sheffield took action in August 2011 to discourage their peers from joining in the disturbances that were taking place in other cities across the country.

On Tuesday 9 August, Sheffield Futures – the city's main provider of youth services and youth engagement groups – met partner organisations including Sheffield City Council and South Yorkshire Police to discuss a strategy for preventing riots in Sheffield. As an organisation that puts young people at its heart, Sheffield Futures decided to involve young people in its planning, knowing that this would be vital to success. They then took the lead in establishing a panel of young people representing all existing local participation groups including Young Advisors, Sheffield Youth Council, and the UK Youth Parliament. The panel of young people was briefed on what was happening. They couldn't understand why people would want to wreck

⁸² <http://www.justice.gov.uk/publications/statistics-and-data/criminal-justice/public-disorder-august-11.htm>

⁸³ <http://www.cabinetoffice.gov.uk/resource-library/august-riots-england-understanding-involvement-young-people>

their own environments in which they live, play and work – so they came up with a slogan ‘Steel City NOT Steal City’ to show that they were proud to be from Sheffield. They recommended the quickest and most effective way of sending a positive message to the young people of Sheffield was through social media networks. Throughout the week that followed the panel monitored social media sites. They passed on any intelligence they gleaned to the police within minutes enabling officers to target potential ‘hotspots’ in a low key manner without antagonising situations. They used social media to inform the young people of Sheffield about what was really happening. The panel also put together an information leaflet outlining young people’s rights and responsibilities, and the consequences of their actions in relation to the riots, which was distributed widely through all youth workers and youth centres in Sheffield. Interviews with panel members on local radio and in local newspapers made clear that young people were taking positive action against the riots.

One Sheffield Young Advisor said “Through joint working between professionals and young people we were better able to create a powerful force to counteract the riots. This relationship will continue to have a positive influence within the city both now and in the future.”

- 4.138. Despite this complex picture, the characteristics of those sentenced by courts were stark with disproportionately high levels of poor attendance, special educational needs and low educational attainment⁸⁴. It is these entrenched educational and social failures which Government’s reforms are seeking to address. There are no easy answers. However, it is clear many young people at risk of dropping out of society or becoming involved in criminal or anti-social behaviour need to be helped to make real progress with their education, develop real aspirations, pride for themselves, and a much stronger sense of responsibility and respect for others.
- 4.139. The Government’s strategy to address these issues includes the key measures described in this document. In particular it includes setting high standards for every child, making no excuses for failure, and fostering real pride by young people in their schools. It involves driving up participation in education and training, so every young person has the skills to get into further study and employment, cutting the chances of drifting into crime. It also includes intervening earlier to promote warm, loving, and supportive parenting during the foundation years, supporting families with multiple problems, and giving opportunities to young people outside school to overturn poor aspirations and attainment.
- 4.140. Local commissioners now have the flexibility to make their own decisions on the diversionary and preventative activities and support needed to help local young people avoid involvement in crime, whether as victims or perpetrators. This includes work to support the development of strong relationships of trust and respect between different groups of young people and between young people and the police. Police services have a key role in working with other agencies to provide early help to young people at risk of becoming involved in crime and, at points of crisis, to support and influence young people to make positive changes in their lives.

⁸⁴ <http://www.justice.gov.uk/publications/statistics-and-data/criminal-justice/public-disorder-august-11.htm>

Case study: Coordinated local approaches to crime prevention

Catch22 Northamptonshire Intensive Intervention Programme works with about 50 young people every year to help break the pattern of offending, anti-social and other problematic behaviours. A key feature of the project is working with young people who have repeatedly failed to engage with other agencies. The particular strength of the project is its persistence and consistency in sticking with these young people.

The programme is flexible and always based on the needs and situation of the individual young person and their family. The workers visit the young people in their homes, schools and in local cafes. One-to-one work with their parents is also considered an essential element of the programme. Practical assistance with housing, benefits and accessing education or training programmes are all core ingredients of helping address the underlying problems driving the young people's behaviour.

An evaluation of the programme has shown impressive results, including:

- a reduction in all problematic behaviours with 57% of the young people in the project showing a reduction in rowdy and aggressive behaviour, and an overall reduction of 57% across all antisocial behaviours;
- a 59% improvement in young people attending statutory education with two thirds showing an improvement in their attendance; and
- over 75% of the young people are involved in positive activities.

4.141. The Ministry of Justice is taking forward policies to reform the criminal justice system for young people. These include:

- improving the transparency and accountability of the youth justice system, with a simplified set of three priorities – reducing first time entrants, reducing reoffending and reducing the numbers of young people in custody;
- promoting the increased use of restorative justice and rationalising out-of-court disposals to make them more transparent and provide for greater use of professional discretion; and
- making youth sentencing more effective and introducing a new remand process for under-18s giving local authorities financial responsibility for all secure remands and restricting the use of secure remands to those who have a real prospect of custody.

4.142. The Government is providing £116 million in 2011-12 for youth offending teams. This is in addition to wider community safety funding, health funding and specific programmes such as the Home Office's Positive Futures programme that focuses on preventing crime, substance misuse and youth violence. The Department for Education, the Ministry of Justice and the Home Office will work closely with other Departments to consider how wider youth policy can complement the youth justice reforms. This includes the development of revised tools and powers for dealing with specific issues such as anti-social behaviour.

4.143. The Government is also promoting more coordinated approaches to the prevention of youth violence at local level. The Department of Health is supporting hospitals in

England to collect non-confidential information and share it with the police so that they know where gun and knife crime is happening and can target stop and search in gun and knife crime hotspots.

- 4.144. Custody should only be used for under-18s as a last resort. The introduction of the Youth Rehabilitation Order in 2009 has created a robust alternative to custody. The Order has a menu of 18 potential requirements and two of these are high intensity alternatives to custody – Intensive Supervision and Surveillance and Intensive Fostering. However, some young people present such a serious or persistent threat to their community and the wider public that custody is the only option. The Government is committed to improving the safety and welfare of young people who do end up in custody.
- 4.145. For those who do spend time in custody, the provision of high quality education and training is a vital component of the rehabilitation process that will help them to turn away from crime and lead more fulfilling lives. Legislation commenced in 2009 brings young people in custody under primary legislation on education for the first time and means that they can expect to receive education and training that is comparable with that they would receive in the community. In securing education and training for young people in custody, local authorities must take a range of factors into account, including the national curriculum and the desirability of young people continuing education and training that they started in the community. The proposed transfer of healthcare commissioning for young people in secure settings to the new NHS Commissioning Board provides an opportunity for greater collaborative working and information sharing.
- 4.146. The cross Government report *Ending Gang and Youth Violence*⁸⁵ sets out the start of a comprehensive, long term programme of work, drawing together an analysis of the problem and the national and international evidence on what works. The programme builds on the £18 million that the Home Secretary launched in February to tackle gang, gun and knife crime, prevent youth crime and to stop young people becoming involved in crime or substance misuse in the first place. This includes the funding made available for the Community Against Gangs, Guns and Knives and Positive Futures programmes, and the Ben Kinsella Community Cash awards.
- 4.147. The report's wide ranging proposals are focused on five areas: prevention, pathways out, punishment, partnership working, and providing support. It describes how effective implementation of the Government's far-reaching reforms will address the early risk factors that blight the prospects for too many young people, and sets out some additional actions to strengthen the role of early intervention. An Ending Gang and Youth Violence Team, working with a virtual network of over 100 expert advisers, will provide practical advice and support to up to 30 areas with a gang or serious youth violence problem. Funding of £10 million in 2012-13 will be available to support the areas to improve how local agencies identify, refer, safeguard and support young people most at risk of gang or other violence. At least half of this funding will be going to the voluntary and community sector.

Conclusion

- 4.148. The Government has a wide range of policies for young people, with a dual focus on high expectations for all and on action to narrow the gaps in outcomes for the

⁸⁵ Ending Gang and Youth Violence: A Cross-Government Report. HM Government, November 2011

more disadvantaged. The Government will continue to develop these policies in response to changing needs and new evidence. As set out in its Equality Strategy⁸⁶ the Government is committed to equal treatment and opportunities for all young people, regardless of their race, disability, gender, sexual orientation or personal circumstances.

- 4.149. While national policies are important, young people, their parents and communities depend principally on local services and the approach in each local area. The next section sets out the Government's priorities for the reform of services for young people and how it will support change.

⁸⁶ The Equality Strategy - Building a Fairer Britain, HM Government, December 2010

5. Working Together to Support Young People

- 5.1. This section proposes that an approach based on local partnership is the best way to provide young people with more opportunities and better support, looking across and beyond public funding and drawing on the resources of communities, charities and other voluntary groups, and local businesses. It recommends that local councils and other partners involve young people actively to develop their local offer and ensure that local facilities and services meet their needs. It encourages local areas who have them to maximise the potential of Myplace centres as examples of high quality youth provision driven by the voluntary sector, business, and young people themselves. It welcomes work done by youth sector leaders under the auspices of Positive for Youth to set out more clearly the contribution that youth work can make within a wider system of support for young people. It concludes by setting out specific actions that the Government will take to facilitate this approach – including supporting young people’s democratic engagement, funding a new brokerage service for business support and supporting learning across local areas on better commissioning and radical new approaches to local provision.

Key Principles

- 5.2. A large majority of young people receive the opportunities and support they need from their families, friends, and wider community, or from their school or college. But some young people and their families, particularly the most disadvantaged and vulnerable, do need additional and early help. In line with many responses to the Positive for Youth discussion papers, the Government believes that a coordinated and partnership-driven approach is the best way to provide this help and realise the overall vision set out in this statement.
- 5.3. The Government is not prescribing the structure or nature of partnerships that are needed or will work best locally. However, it does believe that the best local arrangements for young people will embody:
- a more positive place and active role for young people in society with more recognition and celebration of their achievements;
 - a stronger focus on supporting whole families while respecting and nurturing young people’s growing sense of independence and personal responsibility;
 - a greater acceptance of responsibility in communities, including business communities, for the engagement and wellbeing of their young people and the sustainability of local provision;
 - a more integrated approach across different commissioners, professions, and providers of both publicly and non-publicly funded services, to release cost savings and ensure all young people get the support they need;
 - a stronger focus for public funding on evidence-based early help for the most disadvantaged and vulnerable young people;
 - a more contestable market for publicly funded services with a stronger focus on results; and
 - a more enterprising and innovative voluntary and community sector able to demonstrate its impact and secure diverse sources of income.

- 5.4. The success of the Positive for Youth vision therefore depends largely on the engagement and commitment of local partners. Local authorities, health commissioners, schools and colleges, voluntary and community organisations, businesses and others all have a role to play. Strong partnership can only be achieved through local leadership, and it is for partners in each local area to work together and with young people to determine how best to provide early help to:
- provide opportunities for those who don't otherwise have them to develop the personal and social skills and qualities they need for learning, work, and transition to adulthood – these skills include self-regulation, relationship-building, and decision-making;
 - make sure that young people at risk of dropping out of learning or not achieving their full potential engage and attain in education or training; and
 - raise young people's aspirations, build their resilience, and inform their decisions to reduce teenage pregnancy rates, reduce risky behaviours such as substance misuse which can undermine young people's life chances, and prevent involvement in crime and anti-social behaviour.

Local leadership

This statement sets out a far-reaching set of principles to guide reform of the delivery of the local offer to young people. Success depends critically on the leadership of local partners, and their commitment to working together to understand local needs, commission and deliver effective provision, and monitor and ensure quality – involving young people in every stage of this process.

- 5.5. The Government is committed to devolving greater power and freedoms to councils and neighbourhoods and to empowering local people to make decisions about local issues. Within the context of local partnership, local authorities have specific strategic responsibility for co-ordinating the overall local offer to young people and making best use of public resources – key leaders include the lead elected member for children's services and the local Director of Children's Services.
- 5.6. The Government has given local authorities the flexibility and responsibility to prioritise public funding for services for children, young people and families according to local need. The introduction of the Department for Education's Early Intervention Grant, which provides local authorities with funding for services for vulnerable children, young people and families (worth £2.365 billion in 2012-13), ended a large number of discrete funding streams set up by the previous Government. The Government will not prescribe from the centre which services for young people should be funded or delivered and to what level, or ringfence funding for this purpose.
- 5.7. **The Government has confirmed that local authorities should continue to have a duty to secure sufficient leisure-time educational and recreational leisure-time activities for the improvement of the wellbeing of 13 to 19 year olds, so far as is reasonably practicable⁸⁷. This duty also requires local authorities to ascertain and take into account young people's views and to publicise information about the local offer.**

⁸⁷ Section 507B of the Education Act 1996 - introduced through Section 6 of the Education and Inspections Act 2006

- 5.8. The Government will consult shortly, including with young people, on new statutory guidance on this duty. This will be much more streamlined and set out much clearer expectations than the existing guidance produced by the previous Government. In particular it will make clear that this duty relates not only to the provision of constructive things for young people to do, but to a wide range of locally determined activities in young people's leisure time to promote their wellbeing – which legislation defines explicitly as relating to young people's physical, mental and emotional wellbeing; their protection from harm and neglect; their education, training and recreation; their contribution to society; and their social and economic wellbeing.
- 5.9. The new guidance, which will reflect Ofsted's recent report on commissioning young people's services⁸⁸, will emphasise that the Government looks to local authorities to publish their own local offer of services to young people. It will, however, set out the Government's expectation that all local authorities work with young people and other agencies to:
- assess the needs of their local youth population;
 - consider how aspirational personal and social development programmes, youth work, and youth workers can contribute to delivering their priorities;
 - agree priorities for services and how they can be delivered most effectively and efficiently;
 - determine which services need specific public funding and which can be secured through other routes so that public funding is targeted primarily on young people at risk of poor outcomes;
 - consider which providers are best placed to deliver public services, and how to grow the overall role of the voluntary sector; and
 - publicise the overall local offer of services and involve young people in giving feedback on their quality.

Young people driving decisions

- 5.10. There was overwhelming support for the principle of involving young people in decision making set out in the discussion paper *Young People's Role in Society*⁸⁹. The Government believes that young people have a vital role to play at every stage of the commissioning process to inform decisions about the local offer of services for them. This includes identifying priority needs and helping shape both policy and the delivery of services. This is as true for health, transport, and youth justice services as much as it is for local authority funded services for young people. It is essential that the voice of young people that is heard through youth participation arrangements reflects the diversity of local young people and their experiences, and the views and needs of those who may not otherwise have their voice heard.
- 5.11. Young people can play a valuable role as young inspectors, scrutinising and auditing the quality of provision and the progress being made to improve outcomes. When young inspectors are effectively trained and supported, many areas have found that they are able to provide valuable insights into how to improve service provision and reach target groups of young people more effectively. A growing

⁸⁸ An evaluation of approaches to commissioning young people's services, 2011

⁸⁹ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/Positive%20for%20Youth/b0077531/positive-for-youth-discussion-papers/young-peoples-role-in-society>

number of local authorities operate a young inspectors programme under licence from the National Children's Bureau, who work with the British Youth Council and KIDS to ensure the quality of local programmes including the skills of local staff to train and support the young people.

Case study: Young people inspecting services

Chloe, 17, a young inspector from Nottingham says: "The health centre knew we were coming. We introduced ourselves and gathered the information that we needed. I interviewed one of the members of staff. It was good because we got to say what we wanted and got our views across. The leisure centre was a bit different. We spoke to people about the activities that they run. I wasn't as keen as I felt that what they spent money on wasn't really worth it. I've really enjoyed it as it's built my confidence so much. We can say what we feel and not hide what we think is right and wrong. It helps the service to get young people involved - it gets them doing something about the service. It helps them ensure that any young person can come and it will be friendly."

In Sheffield, young inspectors use a 'mystery shopper' technique to review activities and services for young people – from sports facilities to youth clubs and social venues. Young people meet privately at the end of the session to complete their assessment framework, discussing strengths and weaknesses of the service and award the service with a star rating, including constructive feedback on recommendations for improvements. The service receives a scoring sheet together with a set of recommendations and a certificate. Services that are not highly rated have the opportunity to improve and apply to be re-inspected, receiving an improved certificate.

Hazel, 19, a young inspector from Central Bedfordshire says: "I think the benefits for the services are an honest review from the people the service is aimed at. of how good the service is, and what could be improved, We know what we would want out of the service, and what we feel the service should offer, and we can suggest improvements accordingly. The benefits for me are that I am pushed out of my comfort zone, and I am gaining confidence as I can do things that I usually wouldn't feel able to do. It is also beneficial because, being a young person, I benefit from improved services as a result of the inspections."

- 5.12. Involving young people does not only lead to better decisions and a greater sense of ownership by young people. It also offers an opportunity to those engaged directly for personal and social development and the development of skills for employment and further education. It also sends a clear message about the valued and positive place of young people in their community.
- 5.13. **The Government urges every local area to establish and maintain arrangements for ensuring that the voice of young people is heard in local decision making and that young people have a role in inspecting and reporting on the quality of service delivery.**
- 5.14. Young people should be given the metaphorical keys to the town hall, so that they are able to put forward their views and know that these are welcomed, valued, and taken into account. There are many ways in which to do this. The Government does not mind what approach is used, but would like to see recognised

representatives of local young people properly consulted and involved. This could be through a youth council, youth cabinet, youth mayor, or young inspectors programme or through local members or the UK Youth Parliament. Health and Wellbeing Boards or Local HealthWatch will provide opportunities for young people to influence health decisions.

Case study: Young people taking the lead

Platform is a new youth-led performance arts venue in Islington that has received capital funding through the Government's Myplace programme. Islington Council recognised the importance of involving service users in the project, and decided to involve young people from the outset of the commissioning process. A panel of young advisors was therefore recruited and appointed to be involved in the development of the project from its inception. They consulted over 300 other young people on the design, name and branding of the building, as well as the types of activities and services they would like to see delivered. They also joined the panel to appoint the architects and the consortium selected to manage the project. The young people visited each of the providers to experience first hand the type and quality of their work.

Platform opened in July 2011 and young people are now actively involved in running the venue themselves. A youth programming team has shaped the arts programme, and young people have been recruited to key positions including front of house manager, marketing and promotions team leader, and meet and greet team leader. A training programme has been developed to involve young people in the running of the cafe. Young people are also given the opportunity to use Platform's facilities to organise their own events – for example a group of young people recently organised and staged an event to showcase local talents.

Platform is being delivered through a partnership approach involving local people, the voluntary sector, private sector and public sector. Islington Council has awarded the contract to manage Platform to a consortium of three organisations – youth charity Changemakers, Trestle Theatre Company and public services provider Isledon Partnership, setting clear outcomes, but leaving them to use their expertise to determine the best way to achieve them. The council has also committed to support the project financially for the next three years, but also requires the managing consortium to generate additional funding from a range of sources – including venue hire and catering, service delivery contracts, corporate sponsorship and grants, and partner income.

- 5.15. The National Participation Forum, established in 2007, brings together a range of organisations committed to the participation of children and young people in matters which affect their lives. Co-chaired by the National Children's Bureau and a nominated young person, the forum has over 20 members from across the voluntary and statutory sectors and addresses youth voice issues relating to health, education, policing and justice, consumerism, housing, social care and rights. Members include the Local Government Association, National Association of Head Teachers, Schools Network, UNICEF, NHS Confederation, Association of Directors of Children's Services, Association of Chief Police Officers, British Youth Council, Children's Right's Alliance for England, the Office of the Children's Commissioner, and young people themselves. In 2010, the forum produced a National Participation

Case study: Young people influencing the local democratic process

Following a successful campaign led by Harrison Carter, the member of the UK Youth Parliament for Sheffield, the Cabinet of Sheffield City Council voted unanimously in January 2011 to end the use of mosquito devices on all council buildings. It also recommended that partners such as the police do likewise and refuse to endorse the use of mosquito devices across Sheffield.

The mosquito is an electronic device designed to disperse groups of young people from specific places by emitting high frequency sound that only young people can hear. Harrison said "It's encouraging to see senior councillors publicising their opposition to the mosquito device. It's a device that discriminates against young people, making no distinction between those that are law-abiding and those that are being anti-social". The then Cabinet Member for Communities, Councillor Shaffaq Mohammed, said "We have found that these devices don't tackle the underlying causes of anti-social behaviour, they just move it somewhere else. We need to work with young people rather than against them. We believe in strong partnership working and preventing anti-social behaviour by intervening early on and working positively with young people." This approach is paying off as Sheffield's Safer Neighbourhood Teams work with local providers to challenge the behaviour of the small minority of young people who have been identified as causing, or at risk of causing anti social behaviour. This has made a major contribution to the lowest levels of reported anti-social behaviour for three years.

Other authorities that have taken similar action against the mosquito device include Lancashire (May 2007), Knowsley (June 2007), Kent (June 2008) and Kirklees (September 2010) – all as a result of successful campaigns by young people.

- 5.16. The UK Youth Parliament gives young people a voice at national level. Its members have voted recently to make transport their priority campaign in 2012 and the Government supports young people having their voices heard on this key issue.
- 5.17. Transport can be costly especially where young people no longer qualify for concessionary fares. Access to public transport in the evenings and at weekends can be problematic where few or no buses run outside peak or daytime hours. Lack of public transport beyond the school bus is a particular problem in rural areas. Young people can be deterred from using buses or trains by concerns about their safety including fear of intimidation by others. Despite recent improvements, for disabled young people physical access can still be difficult.
- 5.18. In a number of local areas groups of young people have campaigned for change. There are examples of local bus companies, local authorities, transport authorities and passenger transport executives which have introduced responsive and popular concessionary schemes or innovative transport solutions.

⁹⁰ www.participationworks.org.uk/npf/nationalparticipationstrategy

Case study: Young people campaigning on local transport issues

Inspired by the British Youth Council's national All Aboard For Affordable Travel campaign, the children and young people of the Staffordshire Youth Action Kouncil (YAK) conducted extensive research with over 1800 young people about the help they needed to get to employment, education and social opportunities. They presented their findings and proposed solutions to local councillors, and in February 2011, Staffordshire County Council decided to introduce the 'Your Staffordshire Card'. This permits anyone living in Staffordshire aged under 20 to make bus journeys which start or end within the council's boundaries for just £1.

Chairman of YAK Jack Bourne, aged 16 said, "This scheme will make it much easier for younger people to access employment and education as well as reducing the cost of transport when teenagers want to meet up with their friends socially. It will benefit the environment because people won't be as keen to buy a car if they can catch a bus for a bargain price."

County Councillor Mike Maryon, Cabinet member for Highways and Transport, said, "This is good news for Staffordshire's economy and for a huge number of residents. We are taking the long-term view that backing public transport benefits everyone. We need to get more people travelling by bus. It is good for businesses, cuts congestion and gives people social and leisure opportunities they would not otherwise have."

- 5.19. The Government supports work by the Passenger Transport Executive Group and the National Children's Bureau to produce guides for young people and bus companies on making buses better. It will work with young people and partners to continue to understand the issues related to transport for young people and develop a shared view on possible solutions.

The role of youth work, targeted provision, and open access youth centres

- 5.20. Local areas will need to consider what balance of targeted services and open access services will best meet local needs. However services are provided, the Government believes that aspirational personal and social development programmes, including investment in young people's capabilities and character through high quality youth work, can have a significant impact on young people's life chances and be an important form of early intervention for young people at risk of poor outcomes. This is reflected directly in local authorities' statutory duty to secure, so far as is reasonable practicable, access to educational and recreational activities for the improvement of young people's wellbeing – which includes explicitly a duty to secure access to sufficient activities for the improvement of young people's personal and social development⁹¹.
- 5.21. The Government is committed to helping policy makers and local commissioners to better understand the impact that high quality youth work professionals and volunteers can have in the lives of young people – supporting and empowering them to achieve positive outcomes and avoid negative ones. In September 2011, it commissioned a group of national youth sector leaders to develop a narrative for the role and impact of youth work. Their draft paper has been published for

⁹¹ Education and Inspections Act 2006, Section 50&B, clause (3)

comment on the Department for Education's website⁹². The Government welcomes and endorses this narrative and hopes that it will help commissioners and providers of youth work to form a common view of the role and potential of both detached and centre-based youth work within the overall system of support for young people. The London Youth publication *Hunch*⁹³ has also made a valuable contribution to this discussion.

- 5.22. The evidence shows that good quality open access youth clubs that provide structured activities (whether run by local authorities or local communities) can be highly effective in meeting priority needs, particularly where these are located in areas where disadvantaged young people are concentrated. They can be hubs through which to offer young people access to a wide range of advice and support services, and identify early those who may need additional help. This view was also supported strongly by those who responded to the discussion paper *The Rationale and Outcomes for Services for Young People*⁹⁴.
- 5.23. Through the Big Fund which manages the national Myplace programme, the Government has committed capital funding in 2011-13 to complete the planned network of 63 high quality Myplace youth centres in some of the country's most disadvantaged areas. This capital investment aims to act as a catalyst for local partners to transform the local offer to young people and pioneer new innovative and cross-sector approaches.
- 5.24. Myplace centres will be hubs for a wide range of opportunities and support services for young people who will be involved directly in both management and delivery. They will empower communities and voluntary sector organisations to play a greater role in meeting the needs of the most vulnerable young people. In addition, the Government will invest in a national approach to exploiting the potential of the whole network of Myplace centres. The Big Fund has appointed Sheffield Hallam University to undertake an independent evaluation of the impact of capital investment in facilities for young people, including of the early Myplace centres, to report by March 2013.

Case study: Myplace transforming the local offer

Culture Fusion led by the City of Bradford YMCA will meet the needs of local young people through a partnership with Bradford Metropolitan District Council, Connexions Bradford, the NHS, Bradford District Care Trust, Bradford College, Schools Linking Network, The Peace Museum, and the University of Bradford. Members of the local business community are also supporting the project, including offering pro bono legal advice and volunteering to support ongoing wider business engagement. Culture Fusion has co-located existing separate services and acted as a 'focal point' for these partners to work more co-operatively together. The services have agreed on how they will work together consistently in line with feedback from extensive consultations with young people of Bradford.

The iconic city centre facility received £5m capital funding from the Government's

⁹² <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/positive%20for%20youth/b0077531/positive-for-youth-discussion-papers/a-narrative-for-youth-work-today>

⁹³ <http://www.londonyouth.org.uk/about-us/news/hunch-vision-youth-post-austerity-britain>

⁹⁴ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/Positive%20for%20Youth/b0077531/positive-for-youth-discussion-papers/rationale-and-outcomes-for-services-for-young-people>

Myplace programme and includes a climbing wall, gym, recording centre, dance studio, hostel accommodation, IT suite, and café and offers a range support services. It is anticipated that young people will be able to access all the services they require under one roof without the need to be referred to organisations outside of Culture Fusion, or having travel across the city to access the services they need.

Since its inception, the project has been driven by a young people's steering group who have been active in all aspects of project, including the architecture and the activities and services on offer. They will continue to be involved in the management of the facility through representation on the project board.

Good commissioning

- 5.25. Efficient and effective commissioning is the key to maximising the impact of public resources on outcomes for young people and their families. Commissioning is not the same as a decision or process to outsource the delivery of publicly funded services. All services should be commissioned, whether they are to be delivered in house, or by a third party. Young people should be involved at every stage of the commissioning process which involves:
- understanding – clarifying local outcomes, needs, resources, and priorities;
 - planning – considering different ways in which the desired outcomes can be achieved effectively, efficiently, equitably, and in a sustainable way;
 - doing – implementing the plan using the resource available; and
 - reviewing – monitoring delivery and its impact against expected outcomes.
- 5.26. A recent OFSTED report⁹⁵, based on a study of twelve local areas, identified significant weaknesses in local arrangements for commissioning services for young people and made some helpful recommendations. The Government wants to see all local commissioners improving their commissioning practice so they can also secure the very best outcomes for young people. Both local authorities and voluntary sector organisations responding to the *Commissioning Services for Young People* discussion paper⁹⁶ felt likewise.
- 5.27. It is the role of local commissioners to make decisions on the priority needs to address, bearing in mind relevant statutory duties including the duty to secure access to sufficient leisure time activities; to ensure participation in education, employment or training; to produce needs assessments for health and wellbeing and for child poverty; and to produce a Youth Justice Plan. Local authorities will want to work together with other statutory partners such as health commissioners, the new Police and Crime Commissioners and Youth Offending Teams as well as with voluntary organisations and young people, their families, and communities, to develop a shared and integrated view of the root causes of local issues and hence the priority needs to address.
- 5.28. In general, young people with additional needs and those at risk of negative outcomes identified in section 4 will merit particular attention. Specific groups may also have particular significance locally – such as travellers or asylum seekers, young people in rural areas, or young people who grow up in families in which a

⁹⁵ An evaluation of approaches to commissioning young people's services, 2011

⁹⁶ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/Positive%20for%20Youth/b0077531/positive-for-youth-discussion-papers/commissioning-services-for-young-people>

parent serves in the Armed Forces⁹⁷. Commissioners of services in such localities should be aware of the particular challenges these groups may face. For example, young people in rural areas may face particular challenges in relation to the cost or availability of transport to access activities or services. And young people from service families may face particular practical and emotional challenges from moving home regularly, geographical isolation in some postings, or from a parent being away for extended periods at risk of death or severe injury. A significant number of Armed Forces personnel are expected to relocate from Germany to the UK in future years. Local authority commissioners will benefit from early notification of when and where these moves will take place and the Ministry of Defence will therefore seek to inform local authorities accordingly.

- 5.29. In the light of priority needs, it is commissioners' role to decide the funding levels they will commit and what approaches to delivery will work best. This includes considering both the services to fund as well as the facilities and capital investment needed to enable their delivery. The best commissioners make their decisions based on available evidence about the effectiveness of different services in engaging young people and realising desired outcomes. They focus on promoting positive and protective factors such as young people's resilience and personal and social development as well on specific outcomes such as increasing participation in learning and work or reducing youth crime. They involve young people and their families directly in these decisions, using participatory budgeting processes where appropriate. Where appropriate they also involve young people in delivery and auditing the quality of the services they commission.
- 5.30. There are benefits to local authorities and other commissioners including schools and colleges working together to co-ordinate investment, design integrated services, and maximise the utilisation of and impact from available resources. This includes making the most of the facilities available within the community – such as schools, libraries or community facilities – as places for young people to go and from which to offer integrated or co-located services. Good commissioning will take into account and seek to maximise the contribution of non-publicly-funded services and facilities, volunteering, and philanthropic giving where possible.

Case study: The contribution of non-public funding

Wigan Council is working in strategic partnership with the local business community to plan and deliver a large new town centre youth facility with the support of OnSide. Led by Jeremy Glover the former Chief Executive of Bolton Lads and Girls Club, and chaired by businessman Bill Holroyd, Onside is a charity that builds partnerships across the public, private and voluntary and community sectors to provide young people with access to very high quality youth facilities. Wigan Council has made a long-term commitment to 40% of ongoing running costs, with the remainder being co-funded 10% by young people and 50% by local individuals and businesses who are also funding the full £5.5 million capital cost of the project as well as contributing significantly to the leadership and volunteer staffing of the project. In addition to a wide range of sports and arts facilities, the new Youth Zone will house a wide range of co-located specialist support services for young people. The iconic town centre facility is expected to engage with 2,000 young people each week, will employ the

⁹⁷ Including families of Reserve Forces who suffer similar practical and emotional challenges

equivalent of 28 full time staff and will recruit, vet, and train 150 community volunteers. It is hoped that building works will start in January 2012 and the new Youth Zone will open its doors in December 2012. OnSide is looking to use this cross-sector funding model to develop a network of Youth Zones across the North West and beyond.

- 5.31. Good commissioning aims to grow the capacity of communities to support their own young people. It also looks at their current and potential range of providers, including those in the voluntary sector, and seeks to grow their capacity in order to develop a more diverse and vibrant provider market.
- 5.32. Local commissioners can also explore the potential to use new and alternative funding models to ensure the value for money of their investment. This can include introducing a stronger element of payment by results into their contracts, and exploring the potential to adopt funding models such as social impact bonds. These bonds use investment from social funders who are seeking a social as well as financial return on their capital to pay providers to deliver services. If, and only if, agreed outcomes are achieved by the provider, the public commissioner pays an agreed rate of return to the investors on their initial investment. This incentivises providers to deliver results while removing from commissioners the risk that they waste public funds on ineffective services.
- 5.33. Local authorities should commission in line with the Best Value Duty to secure continuous improvement in the way in which their functions are exercised. The Government has published new Best Value statutory guidance which sets out clearly the way that councils should work with the voluntary sector when facing difficult funding decisions. This includes the expectation that local authorities should seek to avoid making cuts to the voluntary and community sector which are disproportionately high compared to councils' overall budget reductions.
- 5.34. The Government recognises that tighter funding from central Government including through the Revenue Support Grant and Early Intervention Grant means that local leaders and commissioners face difficult decisions. For example, recent data show that there have been significant reductions in local authority spending on services to young people in the last year⁹⁸. Some local authorities have made large reductions in their in-house youth services or have ceased to maintain them as discrete entities. Some local authorities are planning to or have closed local youth centres while others have transferred leadership or ownership of their youth centres to local community groups.

Case study: Transferring leadership to the voluntary and community sector

The Worcester Community Trust, launched on 1 April 2010, brings together three Worcester charities to run youth and community services previously run by Worcester City Council and Worcestershire County Council. Both councils agreed to support the development of the Trust and now operate a shared services agreement to commission the Trust to deliver youth and community services.

Over the preceding 18 months, the County youth service and City Council's

⁹⁸ <http://www.education.gov.uk/childrenandyoungpeople/strategy/financeandfunding/section251/archive/b0068383/section-251-data-archive>

community services had begun to align their staff teams with closer joint working arrangements ensuring that both strategic and operational decisions were coordinated. Joint service delivery began to develop with an integrated approach to service planning and the joint use of buildings within the asset portfolio of each partner. Resources were also increasingly pooled.

Since the launch of the Trust, staff from both services have been seconded into a new team within the organisational structure of the Trust. There is potential for full TUPE transfer arrangements in the future. Bringing together the different skills from the teams has allowed the Trust to expand the services it can offer.

The Trust has enabled the two councils to realise efficiencies through integrating related work within the same localities, disposing of assets and reinvesting capital in more efficient and fit-for purpose shared premises, and delivering through a charitable body able to access other sources of funding and drive down its overhead and back office costs. The Trust is also able to work with a wider range of partners, for example it has developed the STEP UP alternative curriculum project with the local Tudor Grange Academy.

This model may provide a template for further moves across the county to deliver publicly funded services through the voluntary sector.

- 5.35. Whether services are provided in-house or externally, and how in-house services are managed, is a matter for local authorities. However, the Government believes that the principles and approach to reform set out in this statement offer a credible and viable alternative to simply scaling back existing services to fit available resources. It urges local authorities to look at integrated and partnership approaches to meeting young people's needs, as many are doing; to prioritise early intervention for disadvantaged young people; and to avoid service reductions which may leave young people at risk of poor outcomes and drive up the costs of specialist services in future years. Planning services strategically around young people's needs rather than existing service structures can help to reduce duplication between different services, reduce costs, and deliver a more coordinated and coherent offer of support.

Case study: Improving services and reducing costs through integration

Medway Council's new Integrated Prevention Service aims to reduce the number of young people engaging with statutory services. Initially, the services better utilised staff skills by bringing together local youth justice prevention work with targeted youth support for high-risk young people. In the first year, this resulted in a dramatic decrease in the number of first time entrants to the youth justice system (285 entrants compared to a target of 514), and an equally impressive increase in referrals from partner agencies by, in some cases, 700%.

More recently, in response to financial pressures and the de-ringfencing of grants, this successful targeted youth support and prevention work has been expanded and amalgamated with family crisis work developed through the Family Intervention Programme. This has created a team of 9 key workers, plus a co-ordinator, who are able to work across a range of presenting issues including complex needs, and work with families in crisis as well as individual young people. Although staff were recruited from different services and agencies the aim has been to create one

team that is multi-skilled and able to work in an integrated way with families and young people. The result is a more holistic service for young people who are showing the first signs of being at risk.

After 6 months, indications are very positive with further decreases in first time entrants to the criminal justice system (reduction of 57% on 2010-11), 24 young people prevented from being referred to Social Care, and over 200 families provided with support to address a range of needs. The programme is operating on a budget of £400,000 in 2011-12, compared to a total budget of nearly £700,000 in 2010-11 for the three separate programmes. Yet staff outputs and outcomes have far exceeded expectations. The new structure is enabling Medway to genuinely achieve 'more with less'.

Ensuring quality

- 5.36. Well commissioned services, whether provided in-house or externally, are able to evidence their impact. They have actively-managed systems for assuring quality, including through workforce development, and for publishing performance information – with feedback from young people playing a pivotal role in both, for example through the production of an annual audit report.

Case study: Ensuring quality

Through its tendering and contract management processes, Sunderland City Council is taking action to ensure the quality of services delivered by its providers. A common performance management framework is used by all providers, and an online electronic data-recording system provides regular performance reports which are used to inform planning and evaluation. Support and training by the local authority helps providers to meet and fulfil their contractual requirements, and training on contract tendering has given organisations a head start in writing applications for regional and national funding. Providers are clear that this approach has helped them to develop a stronger relationship with the city council, and had strengthened local multi-agency working.

- 5.37. The Government wants quality to be judged by good outcomes as well as reductions in poor outcomes. Local areas have access to reliable statistics on:
- attainment at age 19 for all young people and for those eligible for free school meals;
 - participation in education and training for 16 years olds and for 17 year olds;
 - under 18 conception rates; and
 - the number of young people entering the criminal justice system for the first time.
- 5.38. These can be key measures of success. Local data can be benchmarked with other areas and with the national average. In particular, local authorities will want to monitor how well they are discharging their duty to assist, encourage, and enable young people to participate in education or training.
- 5.39. The accreditation of youth work and volunteering programmes can also provide an assurance of quality which could be valuable to funders, the workforce, young

people and employers; and providers will wish to consider its merits. Individual accreditation can also help to provide formal recognition of young people's achievements, including volunteering.

Case study: Accreditation of volunteering

Somerset Youth Volunteering Network is an independent charity operating across the south west of England. Each year it supports more than 3,500 young people to become involved in volunteering and community action projects with organisations as diverse as StreetFest, BioBlitz, the Royal Bath and West Showground, and Bridgwater YMCA and Street Football Club, as well as larger national charities such as the RSPCA and the National Trust.

The charity use ASDAN's Community Volunteering Qualifications, and so far 50 young people have been trained up and awarded this Qualification. Nick Phillips, their training and development manager says: "Once volunteers have completed the training they generally can't wait for the next opportunity to get involved. Offering accreditation not only rewards young people for what they've achieved but it also helps us build up a bank of trained volunteers for the future."

ASDAN believe the benefits of accreditation include young people being able to understand what they have learned and how they have developed, and having a certificate to communicate this to employers. They also believe that being able to offer an accredited qualification gives a project additional credibility and is a sign of the quality of its programme and staff.

Supporting workforce development

- 5.40. A high quality workforce is central to improving young people's outcomes. The diversity of the youth workforce across different professions and sectors, and across paid and unpaid, and full and part time staff, has long been a key strength. Recent reductions in spending by local authorities have reduced demand for skilled workers, and there is a risk that key skills, including commissioning skills, are lost from organisations as staffing levels reduce.
- 5.41. Providers are responsible for recruiting and training their staff and commissioners of publicly-funded services should expect providers to be able to demonstrate the competence of their staff to perform the tasks that they are seeking to deliver. The Government looks to employers to work together to deliver national support for workforce development that will be effective in this devolved context and which meets their obligations under equality legislation. The Local Government Association is well-placed to represent local authority employers. To enable voluntary sector employers to play their role, the Department for Education is funding a two year programme of workforce development activities proposed by Catalyst, its strategic partner for the voluntary youth sector.
- 5.42. Responses to the Positive for Youth discussion paper *The young people's workforce*⁹⁹ suggest that employers' future priorities for workforce development could include developing a national professional development framework for youth workers and other professionals, with quality assured training in personal and social development for those who are not youth work qualified. It could also include

⁹⁹ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/positive%20for%20youth/b0077531/positive-for-youth-discussion-papers/the-young-peoples-workforce>

developing a framework of competences and quality assured training for volunteers, and offering training for professional staff and volunteers on challenging discrimination and valuing difference. The Government looks to the Local Government Association and the Catalyst consortium to take account of these views in planning future workforce development activity.

- 5.43. The consultation also suggested that senior managers and commissioners face specific challenges as they seek to reform, restructure, and in many cases downsize their organisations. Leaders and managers in voluntary and community organisations also face challenges in developing the skills to access social finance and support from business. The Government is working with the Local Government Association and Catalyst to address these issues as described below.

National support for local partnerships

The Government is committed to supporting local people in their leading role to improve outcomes for young people. It is funding work to increase young people's role in decision making, the number of businesses supporting youth projects, and the quality of support to local authority commissioners. It is also investing to strengthen the evidence base for youth programmes, and creating new opportunities for voluntary and community organisations through legislative change and better access to social finance.

- 5.44. The Government is committed to support local reform of services for young people. It will do this through a range of specific actions, many of which have been shaped by the input and views of a wide range of youth organisations through the Positive for Youth consultation. Key partners for the Government in this role include the Local Government Association, and the Catalyst consortium – the Department for Education's strategic partner for the voluntary youth sector. Catalyst is led by the National Council for Voluntary Youth Services, and includes the National Youth Agency, the Young Foundation, and Social Enterprise UK. It has been funded for the period to March 2013.

Supporting young people's involvement in decision-making

- 5.45. The Government is passionate about empowering young people to have a say on issues that they care about, including the quality of local provision. As described above, the Government urges every area to have in place arrangements to enable young people to have their say and audit the quality of services.
- 5.46. To support this, the Department for Education has awarded grant funding of £850,000 to the British Youth Council in 2011-2013. The specification for this grant was informed by responses to the discussion paper *Young people's involvement in decision making*¹⁰⁰. The grant will ensure that there is support available for young people's voice and involvement in decision making at both local and national level in England. This will include support for young people to scrutinise the policy and services of local authorities and government departments, and to address their concerns about their negative portrayal in the media.

¹⁰⁰ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/positive%20for%20youth/b0077531/positive-for-youth-discussion-papers/young-peoples-involvement-in-decision-making>

Supporting the voluntary and community sector

- 5.47. The Government believes that with its traditions of innovation, independence from the state, and trust with disadvantaged people, the voluntary and community provider sector has a key role to play in local services for young people. Enterprising and innovative voluntary youth sector organisations adapt to changing circumstances by developing compelling evidence of their impact and seeking income from a more diverse range of those who value the outcomes they are able to deliver – including individuals and businesses as well as public commissioners.
- 5.48. As was made clear in responses to the discussion paper *Growing the Role of Voluntary and Community Organisations*¹⁰¹, local networks of voluntary services can play a useful role in building the capacity of community groups to bid to delivery public services and to deliver non-state-led activities for teenagers.

Case study: The role of local infrastructure organisations

Cumbria Youth Alliance was set up in 1997 to bring strategic coordination and capacity building to the voluntary youth sector in Cumbria. It has grown from an initial 20 voluntary youth organisations to now having over 130 members. These range from small local youth projects to multi-million pound businesses who are themselves umbrella bodies with their own membership. An informal network brings together an additional 66 faith based groups who work with children and young people.

With significant reductions in available grant funding, and limited ability to raise income through charged-for services, the Alliance has faced significant challenges helping its members be successful and sustainable. Its approach has been to move beyond being solely an infrastructure support organisation to coordinating partnerships of organisations to deliver funded projects. Being entrepreneurial in this way has enabled the Alliance to develop a sound financial base by reducing levels of dependency on individual funders and by delivering cost effective programmes that meet identified needs while supporting a number of organisations at the same time. Staff include those with a business background who bring unique and much needed skills to the youth sector in difficult and economically challenging times.

- 5.49. The Department for Education is providing direct grant funding of £31.4 million over the two years 2011-13 to 18 organisations delivering programmes that are of national significance, through the 'youth theme' of its Voluntary and Community Sector grant fund. These projects are pioneering early intervention approaches, including targeted support to increase young people's participation in education and training. Each project will be evaluated to help local commissioners identify which might be replicated in their area and offer good value for money.

¹⁰¹ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/Positive%20for%20Youth/b0077531/positive-for-youth-discussion-papers/growing-the-role-of-the-voluntary-and-community-organisations>

Case study: Early intervention to support participation and attainment

Groundwork's Young People Friendly Neighbourhoods project is being funded through the Department for Education's VCS grant programme.

Daniel is 14 years old and lives on an estate in Chorlton. He attends school but suffers from behavioural issues, often gets into trouble, and does not enjoy the formal education environment. He feels isolated and regularly finds himself excluded. Teachers feel he has limited personal development opportunities.

Groundwork in Manchester supports Daniel through a number of interventions as part of the Young People Friendly Neighbourhoods project. On Mondays and Tuesdays he attends the Fire Service's 'Fire Academy' course, and on Wednesdays and Thursdays he attends Groundwork's Horticulture alternative curriculum course. He also receives mentoring support from Groundwork staff both in and out of school. Through dedicated support from a youth worker, all of these interventions are brought together into a cohesive offer of support.

Daniel's attitude towards education has changed over 5 weeks. He now shows signs of being happier and more confident. He sees the value of attending school and looks forward to the school week. The school values the support from a consistent youth worker involved in both his academic and personal life. Daniel says "I enjoy the horticulture and the fire service. I have learnt a lot about team building and working as a team, and about plants, trees and fire drills."

- 5.50. The Department for Education is also funding Catalyst to support innovative and enterprising voluntary youth organisations to replicate their proven effective practices. Catalyst will use a trading company (known as Yeah CIC) to provide licensing and franchising opportunities to help them scale up their operations and access new markets.

Growing the market for social investment

- 5.51. To grow and invest for the future, many voluntary and community sector organisations need better access to capital. Local commissioners are also dependent on providers having access to working capital or bridging loans to enable payment by results-based contracts or social impact bonds. The Government believes there is exciting and significant potential to grow the market for social investment to meet these needs, and recently launched its Social Investment Strategy¹⁰². Social investment is about meeting the capital needs of organisations – it is not in general a substitute for revenue income.

Case study: Social finance

Alt Valley Community Trust (AVCT) is based in an economically deprived area of north-east Liverpool and focuses on creating training and employment opportunities for local people. Working with two sister organisations, AVCT runs a community-based training facility, the Communiversity, which is housed in a former old people's home and offers a broad curriculum, including subjects such as IT, construction, digital design and mechanics.

¹⁰² Growing the Social Investment Market: A vision and strategy, Cabinet Office, February 2011

AVCT received initial social investment in 2003 of £200,000 (£100,000 loan and £100,000 grant) to develop and expand the Communiversity site by building a recording studio, conference centre, café, crèche and study support rooms.

In 2006, AVCT received an investment of £1m to develop a vocational training centre for 14 to 19-year-olds. It has subsequently increased its training and learning contracts and turnover has grown from £0.7m in 2003/04 to £1.8m in 2009/10. AVCT has used this income to make loan repayments and to invest in providing additional services to the local community.

- 5.52. The Government has directed the Big Lottery Fund to establish an interim Investment Committee to start using funding from dormant bank accounts to support social investment approaches. The interim Investment Committee has approved a first investment of £1 million in the Private Equity Foundation to enable them to roll out a programme of payment by results schemes to support young people not in education, employment or training. The Cabinet Office is also working with leading social investment experts to create a Big Society Bank to act as an independent wholesaler of social investment. Among its high level objectives will be a mandate to support the development of community-led social enterprise initiatives to improve opportunities for young people.
- 5.53. The Department for Education is funding Catalyst to work with voluntary youth organisations to increase their understanding and readiness for social investment and broker their access to investment opportunities. The need for this was clear from responses to the discussion paper *Growing the role of voluntary and community organisations*¹⁰³.
- 5.54. To promote a stronger focus on results, the Government is exploring a range of possible opportunities to pilot payment by results arrangements or social impact bonds. It expects that the learning from early examples will over time support growth in the use of such funding mechanisms.

Brokering greater involvement from business

- 5.55. Many small and large businesses are keen to share their skills and experience and already provide pro bono work to support good causes. An increasing number of exemplary projects demonstrate that business leaders and their organisations can benefit from contributing greatly to the success of community-led projects for young people.

Case study: Business-led support for young people

In April of 2011 Starbucks launched a three year youth investment programme called Starbucks Youth Action in 10 cities across the UK and Ireland. The programme inspires and encourages young people between the ages of 16-24 to make a difference in their own communities by applying for seed funding and volunteer hours from Starbucks partners (employees).

As well as supporting young people to bring to life the projects that mean the most to them, the programme also offers them training – delivered in England by UK Youth.

¹⁰³ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/positive%20for%20youth/b0077531/positive-for-youth-discussion-papers/growing-the-role-of-the-voluntary-and-community-organisations>

After the training, the young people pitch their ideas to a panel of local policymakers, youth leaders and Starbucks partners in a Dragon's Den style. Giving the young people this opportunity to talk about their ideas has been a highlight demonstrating their passion and commitment. This process builds a relationship between the local Starbucks team and the young people. Decisions are made on the day and successful projects receive a share of the £10,000 Starbucks has invested in each city.

At the end of the first year, over 50 youth-led projects have been supported including projects to introduce beehives into an inner-city park in Manchester, tackle cyber-bullies in Cardiff, and support cheerleaders in Kensington

The programme brings benefits to both young people and Starbucks. Young people are getting support to make their communities better places to be. And Starbucks is increasing the engagement of its employees, 47% of whom are between the ages of 16 and 24, who are highly supportive of the programme which is also helping local stores to be more relevant to their communities.

- 5.56. The Parliamentary Under Secretary of State for Children and Families has regular meetings with groups of businesses to discuss business engagement with young people and the youth sector. The Government wants to see many more businesses coming forward to engage with projects that support the engagement and wellbeing of young people in their local communities.
- 5.57. However, many businesses report that it is hard to engage effectively with local youth charities. In contrast to working with schools that have clear and familiar structures and governance arrangements, youth provision is often unfamiliar and far from uniform. Many voluntary youth organisations also report that building relationships with businesses is time-consuming and frustrating or that they lack the skills to do so successfully. Both businesses and voluntary youth bodies believe that specific high quality brokerage is needed to attract more businesses and match them successfully into a sustained relationship.
- 5.58. Through its discussion paper on *Business brokerage*¹⁰⁴, the Government has consulted on what sort of brokerage service would be most effective. To support such a service, the Department for Education has awarded grant funding of £320,000 for the period to March 2013 to a consortium comprising Business in the Community, National Children's Bureau, and UK Youth.
- 5.59. The extent to which the private sector is itself currently delivering services to young people outside school and college is limited. The Government believes that the systems, efficiency and rigour many private sector providers bring to other fields could be beneficial. It has no objection in principle to more private sector provision and will look to opportunities to increase this as they arise.

Empowering communities and professionals

- 5.60. The Government is committed to empowering local people through data transparency. It will continue to publish local authorities' Section 251 returns which show how much they spend on different services for children, young people and

¹⁰⁴ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/positive%20for%20youth/b0077531/positive-for-youth-discussion-papers/business-brokerage-with-the-youth-sector>

families. The current structure of the data will be retained in 2012-13, with a full review concluding in time to ensure this data collected in 2013-14 is fit for purpose.

- 5.61. In line with the principle of promoting personal responsibility the Government wants to enhance the ability of local communities to look after the needs of their young people, independent of the state.

Case study: Community-led action

The ROC Café in Reddish, Stockport is a community-led initiative located in an area with significant reports of anti-social behaviour (ASB). It provides young people with a safe place for positive activities and where role models offer new hope, counteract boredom and reduce the resulting societal problems such as anti-social behaviour, alcohol and drug abuse and gang-related activities.

The Café opens on Friday afternoons when anti-social behaviour is usually at its highest. It is run by volunteers, making it very cost effective, and it thrives through being a joint initiative with local partners including local community groups, churches, the police, fire service, schools, local council and others agencies.

Since it opened in April 2010, the number of ASB incidents during the opening time of the café has halved, and for the main ASB peak time later in the evening it has reduced by 29%. Uniformed officers have also had access to young people in a positive environment resulting in greatly improved relations.

ROC Cafés are an initiative of a charity called Redeeming Our Communities which is actively seeking to support local partners to set up Cafés in new areas – to date it has also supported Cafés to open in Prestwich and Bury. The average set-up cost has been between £3,000 and £5,000 with minimal ongoing running costs met by a variety of sources, including grant making trusts, local businesses, individual and church donations, public services, and fundraising events. In all cases, existing ROC Cafés have found it relatively easy to raise the funds.

- 5.62. To restore common-sense and proportionality, the Government is reducing unnecessary burdens related for example to vetting and checking adults who come forward to volunteer to work with young people. The Government is also providing funding to ensure around 5,000 Community Organisers are trained over the lifetime of this Parliament to act as a catalyst for more community-led social action.
- 5.63. The Localism Act will open up new possibilities for young people and adults to play a more active role in running local services for young people. The proposed Community Right to Challenge will give community groups new rights to bid to take over public services. The proposed Assets of Community Value provisions will enable local groups (such as youth organisations) to identify assets of community value such as youth centres, and ensure that their communities are given an opportunity to raise funds to buy them should they come up for sale.
- 5.64. The Government encourages public sector workers to consider the benefits of seeking independence from their current employer to work with more flexibility to meet the needs of young people in their local area. The Department for Education is actively interested in proposals from local authorities and their staff for new forms of delivery of youth services including mutuals and joint venture partnerships with voluntary sector charities. The Department will work with interested local authorities

to identify approaches which might be replicated elsewhere and disseminate emerging practice, including through the new youth innovation zones it is supporting through the Local Government Association.

- 5.65. The Cabinet Office is providing a comprehensive package of support for public sector workers including a Mutuals Information Service and funding for bespoke support for the creation of new independent public service mutuals. This will offer a gateway to practical support for those moving to these new approaches.
- 5.66. The new statutory guidance on local authorities' duty to secure sufficient leisure-time educational and recreational leisure-time activities for the improvement of the wellbeing of 13 to 19 year olds will also highlight that local authorities should consider a range of delivery options, including supporting employees to spin out into a public sector mutual.

Case study: Public Sector Mutuals

The Royal Borough of Kensington and Chelsea's Youth Support and Development Service has a national reputation for first class services. It is one of twenty one pathfinder projects supported by the Cabinet Office to test the feasibility of public service employees opting out to form free-standing enterprise structures independent of parent bodies. Over the past year, the service has explored new ways of delivering services and bringing in a more diverse mix of funding.

The aim of the pathfinder project is to establish an entity that is able to operate successfully in a competitive market and that has freedom to trade and derive income from sources currently restricted or simply unavailable. It is envisaged that, subject to a full options appraisal and Member approval, the Youth Support and Development Service will opt out of the local authority and the Council will buy back services from the new entity. The current working assumption is that the new enterprise will be an employee-led mutual formed as a Community Interest Company (Limited by Shares). This structure will allow staff to own the company through a share issue, be represented in governance, and be entitled to share dividend payments while limiting liability for its owners. Approximately 160 full time and part time local authority staff will transfer to the new enterprise.

Strengthening the evidence base on interventions

- 5.67. A long-standing weakness of out-of-school and college services for young people has been their limited ability to measure and demonstrate their impact. The Government is committed to supporting local commissioners and providers of services for young people to better understand and demonstrate the difference that services make in the lives of young people.
- 5.68. The Department for Education has commissioned the Centre for the Analysis of Youth Transitions to set standards for evidence. The Centre will also analyse against these standards those evaluations which have been carried out on the impact of particular interventions. The standards will be developed by early in 2012 and organisations will then be invited to submit evidence of the impact of their programmes for inclusion in a new effective practice repository.
- 5.69. The Government has also commissioned Catalyst to develop framework of

outcomes for young people. It is hoped that this will become an ‘industry standard’ common language for the outcomes that services for young people are aiming to deliver.

- 5.70. Catalyst’s framework will highlight the importance of personal and social development outcomes for young people. It will aim to develop greater awareness of the evidence that links a number of key personal capabilities (such as confidence and agency, or resilience and determination) to key longer-term outcomes such as those relating to educational attainment and employment. The framework will signpost investors, funders, commissioners, and providers to a range of tools that can be used to measure progress in developing these capabilities. In doing so, it is hoped that they can have more confidence in focusing on personal and social development outcomes, and be more specific in demonstrating and articulating impact.

Resourcing sector-led improvement support to local authorities

- 5.71. The Government is supporting a sector-led approach to local authority improvement of services for children, young people and families through the Children’s Improvement Board. The Board is a partnership between the Society of Local Authority Chief Executives, the Association of Directors of Children’s Services, and the Local Government Association. The Board is responsible for developing, implementing and leading the model of support. In the main, this will involve local authorities leading on their own improvement. However where weakness or declining performance is identified, the Children’s Improvement Board will have a role to engage proactively with the local authority to steer improvement – though acceptance of any improvement support offered will remain at the discretion of the individual council.
- 5.72. Through a top slice of the Revenue Support Grant, the Local Government Association provides funding of £900,000 p.a. to the National Youth Agency to support local authority youth services to improve and reshape their offer to young people, including through peer-to-peer support arrangements and dedicated consultancy support.
- 5.73. To ensure that local authority commissioners’ support needs are met in relation to services for young people, the Department for Education will in 2011-13 provide additional funding of £780,000 to the Local Government Association. This will supplement resources already identified for children and family services as a whole as well as the Local Government Association’s £900,000 grant to the National Youth Agency.
- 5.74. The nature of the support commissioned by the Children’s Improvement Board will reflect local authorities’ responses to the recent discussion paper on sector-led support¹⁰⁵. This will include:
- identifying services for young people as a priority area within the overall sector-led support for commissioners and to identify and spread good practice, including that delivered by the Centre for Excellence and Outcomes;
 - further work by the Young Foundation to develop and test a calculator to determine the financial return of youth interventions; and

¹⁰⁵ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/positive%20for%20youth/b0077531/positive-for-youth-discussion-papers/sector-led-support-for-local-authorities>

- a small network of ‘youth innovation zones’. These zones will be local authority areas that are adopting new, pioneering, and innovative system-wide approaches to involving all local partners in improving young people’s outcomes. The first four areas were identified through proposals invited as part of the recent consultation on sector-led support – these will be Knowsley, Hammersmith and Fulham, Haringey, and a consortium of councils led by Devon County Council. The programme will enable them to tell others about what they are doing and to share their learning. A number of additional areas will be added to the programme from April 2012.

Action to address failure

- 5.75. Ministers want to see a decisive shift in accountability for service improvement away from central Government towards self-driven improvement by local authorities themselves, supported by the local authority sector nationally. It is the responsibility of every council to secure adequate services and to drive improvements to services where necessary. Where support is necessary, local authorities generally regard help from their peers in other local authorities as the best form of support. Whenever there is a concern about performance, councils should explore what support is available through, for example, the Children’s Improvement Board.
- 5.76. Ministers are clear, however, that they will act to secure improvement where there is evidence of significant or long-standing failure, or where there is evidence that local authorities have been unable to improve on their own or with the support that has been available to them. Ministers would need to look at any concerns on a case by case basis, taking into account an area’s performance relative to similar areas and data such as proportions of young people in education, employment or training and other measures such as youth crime and teenage pregnancy rates. The Children’s Improvement Board would be a partner in addressing any such concerns.
- 5.77. Critical or enduring underperformance may necessitate statutory intervention, whereby the Secretary of State is able to direct a local authority using powers in section 497A of the Education Act 1996 (as applied to children’s social care by section 50 of the Children Act 2004) to take whatever action is deemed expedient to achieve necessary improvement. However, more usually, Ministers would use non-statutory intervention, such raising concerns in writing, visiting areas in question and issuing an Improvement Notice.

Conclusion

- 5.78. The Government is committed to devolving power and responsibility to local people for making decisions about the funding and delivery of services to young people. These services have an important role to play, but there remains scope to improve and reform the quality of local commissioning and delivery. The Government’s role is to support this reform. The next section sets out how it will do this by continuing the collaboration that has informed the development of this statement, and how it will measure progress.

6. Making Progress Together

- 6.1. This statement reflects the valuable discussions that have taken place at and since the Positive for Youth summit in March 2011 about practical ways of improving opportunities and support for young people. It has set out a comprehensive vision and overview of the Government's policies on young people. But it is only a staging post. All those who care about young people need to continue to work together to help them realise their potential. The Government is committed to enabling further joint working to monitor progress, inform new policy, and support improving local practice.
- 6.2. This section sets out how the Government plans to measure and monitor progress in realising the Positive for Youth vision, including through a review of progress in one year's time. It identifies the specific areas of policy affecting young people in which the Government plans to publish further details in the near future. It concludes this statement by outlining how the Government will continue to work in partnership with the many young people and stakeholders who have supported the development of this statement.

Making progress

Active learning locally

- 6.3. This statement sets out a clear vision and set of principles to guide local partners as they reform support and opportunities for young people. These also provide a reference point and benchmark for young people themselves as they seek to influence local decisions and challenge local partners on what they are doing to help them realise their potential.
- 6.4. As local areas take forward their own approach to addressing their young people's needs, there is a considerable opportunity to share learning about the approaches and programmes that work best. This will help to avoid duplication of effort, and ensure more young people benefit from high quality services. It will also help to inform national policy.
- 6.5. Working with the Local Government Association, the Confederation of Heads of Young People's Services, the National Council for Voluntary Youth Services, and the National Youth Agency, the Department for Education will establish arrangements for continued discussion, debate and sharing of good practice. This will develop the existing *Supporting Services for Young People* community of practice¹⁰⁶ hosted by the Local Government Association into a vibrant cross-sector forum for discussion on this statement as well as the wide range of themes covered by the discussion papers produced for the Positive for Youth consultation. These will remain available online together with a summary of the consultation responses received.

Policy development nationally

- 6.6. The Government is continuing to take action and develop policy in relation to many of the themes covered by Positive for Youth discussion papers. Over the coming months the Government will publish further detail on key policies which

¹⁰⁶ www.growingambitions.org/

affect young people covering:

- social justice;
- adoption and looked after children;
- special educational needs and disability;
- youth crime;
- alcohol; and
- sexual health.

- 6.7. The Government will involve youth representatives, voluntary and community organisations, local authority representatives, and business leaders in advising on the development of these policies as appropriate.

Measuring success

- 6.8. As the country faces difficult economic times and the tough action necessary to reduce the fiscal deficit, it will be important to measure and demonstrate the progress being made in realising the ambitions for young people set out in this statement. As supported by responses to the discussion paper *Rationale and outcomes for services for young people*¹⁰⁷, the Government wants to encourage a significant shift away from measures of young people's outcomes which are mainly about reducing negatives, in favour of a more positive and aspirational set of measures.
- 6.9. Without creating any new burdens on local areas, the Government will publish annually a data set that is more focused on positive outcomes than any previous set of performance measures. It will include:
- % of 16 to 18s reporting that they are satisfied with their lives;
 - % of 16 to 19s volunteering;
 - % of 16 and 17 year olds in education and work-based learning;
 - % of 18 year olds in education, employment or training;
 - % of young people aged 19 who have claimed free school meals achieving level 3 (to focus on improving their outcomes relative to others);
 - % of 19 year olds achieving Level 2;
 - % of 10 to 17 year olds who have not had any contact with the criminal justice system (as measured by a reprimand, warning or conviction);
 - % of 11 to 15 year olds misusing drugs and alcohol; and
 - conceptions per 1000 15 to 17 year olds.
- 6.10. The first of these measures is a new national measure of young people's wellbeing that will be recorded as part of the Measuring National Wellbeing Programme commissioned by the Prime Minister.
- 6.11. These data will indicate overall progress – and where possible the progress of young people from specific groups, for example by disaggregating the data by

¹⁰⁷ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/Positive%20for%20Youth/b0077531/positive-for-youth-discussion-papers/rationale-and-outcomes-for-services-for-young-people>

gender, ethnicity, disability and free school meal eligibility. They are not a centralised performance or accountability framework for local areas. As set out in section 5, local areas will want to define their own measures to demonstrate their progress in improving outcomes for local young people.

Government accountability and transparency

Youth voice

- 6.12. Working with the British Youth Council, the UK Youth Parliament, and the National Council of Voluntary Youth Services, the Government will build on the existing youth participation arrangements that informed the development of this statement to establish a national scrutiny group of representative young people. It will advise Government Ministers directly on young people's needs and the impact of Government policy on young people and their families. The Group will work closely with the Parliamentary Under Secretary of State for Children and Families.
- 6.13. The Government will also protect the distinct identity of the UK Youth Parliament reflecting its unique role in mirroring the UK's national democratic processes, contribution to democratic civic engagement and relationship with Parliament itself. Parliament has committed formally to the UK Youth Parliament holding an annual debate in the House of Commons Chamber for the life of this Parliament.

Case study: Young volunteers in Government

From January to July 2011, four young volunteers from the British Youth Council worked in the Department for Communities and Local Government. Working alongside officials and reporting directly to Ministers, the young people focused on the barriers young people identify to their participation within communities. This formed part of the department's wider work on 'barrier busting': listening to local people's problems and trying to identify solutions as a way of empowering communities. The young volunteers briefed Ministers directly, led meetings with Ministers and external stakeholders, and presented their findings to the Deputy Prime Minister. Department for Communities and Local Government Ministers have decided to host the programme from early 2012, with young people drawn from a wide range of organisations with an expanded focus on young people directly influencing policies in development across the department. Other departments will also be offered access to the programme.

Collaborative arrangements

- 6.14. A wide range of voluntary organisations, local authorities, and business leaders having also contributed to the development of this statement. The Parliamentary Under Secretary of State for Children and Families will continue to meet these partners regularly to review progress, scrutinise Government policy and challenge them on the role of their sector in delivery the *Positive for Youth* vision.

Youth Action Group

- 6.15. The Government is particularly committed to working closely with the voluntary youth sector to understand and address the needs of disadvantaged young

people. A new Youth Action Group has been established to bring together the Chief Executives from seven large national charities – Prince's Trust, Foyer Federation, Catch 22, Rathbone, Barnardo's, Groundwork Trust, and Youth United – with Ministers from nine Government Departments:

- Department for Education – who lead on education and services for young people up to the age of 19;
- Department for Business, Innovation and Skills – who lead on skills and training for those aged 19+ and, jointly with the Department for Education, on Apprenticeships aged 16+;
- Department for Work and Pensions – who lead on employment and welfare reform;
- Department of Health – who lead on young people's health;
- Home Office – who lead on youth crime and anti-social behaviour;
- Ministry of Justice – who lead on the youth justice system;
- Department for Communities and Local Government – who lead on local government, communities and housing;
- Ministry of Defence – who lead on Cadet Forces; and
- Cabinet Office – who lead on volunteering and on National Citizen Service jointly with the Department for Education.

- 6.16. This group will scrutinise and advise on Government policy and its impact on the most disadvantaged and vulnerable young people, with a particular focus on overcoming the barriers to their successful entry to work. Further information, including the terms of reference for the group and notes of each meeting, are available on the Department for Education website¹⁰⁸.

Catalyst

- 6.17. One of the key roles of the Department for Education's strategic partner for the youth voluntary and community sector, Catalyst, is to ensure that the voice of the voluntary and community youth sector is heard by Government across all areas of policy affecting young people. Catalyst will do this by working closely with the Department's other strategic partners, including the Council for Disabled Children, the strategic partner for special educational needs and disability, and Barnardo's, the strategic partner for families.

Children's Commissioner

- 6.18. The Government welcomes external scrutiny and believes that transparency is an important principle for all public institutions. The Office of the Children's Commissioner acts as an independent champion of children and young people's views and interests. Young people feature prominently in its work programme, in particular its two new inquiries on School Exclusions and Child Sexual Exploitation as well as its ongoing work on the youth justice system.
- 6.19. The Government is committed to legislating to combine the Office of the Children's Commission with the Office of the Children's Rights Director in Ofsted, and to giving the new Office an explicit remit to protect and promote children and

¹⁰⁸ <http://www.education.gov.uk/childrenandyoungpeople/youngpeople/a00192405/youth-action-group>

young people's rights in line with the UN Convention on the Rights of the Child. The Convention is an internationally agreed set of obligations which the UK is committed to respecting - a framework of expectations for all young people up to the age of 18 and in particular children and young people who face significant risks or hardship. As now, the Children's Commissioner will be able to investigate concerns raised by children and young people and report on aspects of policy or practice affecting their lives. The relevant authorities must then explain, within a given timescale, how they plan to respond to the Commissioner's recommendations.

Positive for Youth: one year on

6.20. The Government will work through all of the collaborative arrangements set out above to develop and publish at the end of 2012 a 'one year on' audit of progress in implementing this policy statement. The audit will:

- set out the latest data available to demonstrate progress in improving young people's outcomes;
- highlight examples of local practice in implementing the vision and reforms set out in this statement;
- identify the areas in which Government policy on young people has developed; and
- assess the impact of the range of arrangements being established at national level to support local leadership and reform of services for young people as described in Section 5.

Annex 1: Positive for Youth Discussion Papers

In July 2011 a series of discussion papers were published for consultation on the Department for Education website. These papers built on the discussions that took place at the Positive for Youth summit in March. Each paper posed a small number of questions to help shape the development of the Positive for Youth statement. In total, approximately 200 responses were received from a range of individuals and organisations working with young people. A list of respondents and a summary of response is available alongside the original discussion papers on the Department for Education's website at www.education.gov.uk/positiveforyouth.

The individual discussion papers are listed below:

An overarching narrative for the youth policy statement

A summary of all other discussion papers within a possible overall narrative for the youth policy statement

A Vision for a Society that is 'Positive for Youth'

A vision for what society as a whole would look like if it were 'positive for youth'

Young people's role in society

How to help all young people to play a positive and active role in society

Young people's involvement in decision making

How to support young people's participation in formal decision making at national and local level

Rationale and outcomes for services for young people

The outcomes of services for young people and the relationship between universal and targeted services

Commissioning services for young people

How to make best use of public funding through the commissioning of services for young people

Growing the role of voluntary and community organisations

How to create new opportunities for, and grow the capacity of, voluntary and community sector organisations to play a greater role in the delivery of services for young people

The role of businesses in supporting young people

How to engage more businesses in supporting young people and the organisations that work with them

Helping young people to succeed in learning and find a job

How to support young people to succeed in education or training and to progress on into higher education and sustainable employment

Young people's health and wellbeing

How to improve further young people's health and wellbeing for all young people as well as those in need of specialist services

Preventing youth crime and substance misuse

How to reduce youth crime and drug and alcohol use

National Citizen Service

The development opportunity National Citizen Service will offer young people and how it could contribute to further development of services for young people

The young people's workforce

How to ensure that young people are supported by a workforce that is highly skilled, confident and committed

Adolescent brain development

How the brain continues to develop during teenage years and the implications of this

The role of capital infrastructure in services for young people

How to best provide the places in which to offer activities, support and opportunities to young people

Equality and diversity issues

Highlighting equality and diversity issues faced by services for young people

The role of parents and families in the lives of young people

How to support parents and families of young people

Business brokerage with the youth sector

Seeking views on the priority needs for improving the brokerage of private sector giving and expertise with the voluntary youth sector

Sector-led support for local authorities

Seeking local authorities' views on the priorities for additional funding to support commissioners of services for young people

A narrative for youth work today

Sector leaders' views on the role and contribution of youth work to improving outcomes for young people

Youth enterprise

Young people's views on how to engage more young people in enterprise, and further empower those young entrepreneurs who are already developing and building their own businesses

Annex 2: The United Nations Convention on the Rights of the Child

Positive for Youth emphasises the Government's commitment to the United Nations Convention on the Rights of the Child. It encourages continuing progress towards many of the Convention's Articles. In particular it:

- places a strong emphasis on consulting young people, involving them in local democratic processes and decision making, and it recognises their positive contribution to society. This is consistent with **Article 12** which gives children and young people the right to express their views on matters that affect them;
- values the role that parents, carers and families play in giving young people a good start in life and helping them develop – in line with **Article 5**. Community Budgets will allow local areas to pool funding to support families with multiple problems;
- explains how families can obtain information and guidance to help them deal with particular circumstances or problems, for example through various free online and telephone helpline services and free legal advice – in line with **Article 3** which promotes the best interests of the child and **Article 17** which gives children and young people a right to access appropriate information;
- promotes the value of a good education in line with **Articles 28** and **Article 29** and supports young people's continuing participation in education, training and work, for example through the 16 to 19 Bursary Fund and schemes to help young people find work;
- encourages young people to challenge the discriminatory and inappropriate use of 'mosquito' devices against young people, following the Children's Commissioner's Buzz Off campaign and bans by several councils. This reflects young people's rights in **Article 2** to be protected from all forms of discrimination, and to peaceful assembly in **Article 15**;
- puts considerable emphasis on young people's health and wellbeing through encouraging them to take part in local decision making on health planning and commissioning – in line with **Article 24**. It also highlights the particular needs of young people with disabilities, and explains the reforms that are being introduced to promote the rights of disabled children in line with **Article 23**;
- outlines approaches to preventing youth crime, substance misuse, and youth violence, and improve the criminal justice system in line with **Article 40**;
- describes measures to improve a range of sporting and leisure opportunities for young people, including the completion of 63 high quality Myplace youth centres in some of the country's most disadvantaged areas, in support of young people's right to leisure, play, and culture under **Article 31**; and
- focuses on the positive aspects of young people, and promotes the avoidance of risky behaviour and the development of resilience to problems and disadvantage. It also describes a range of measures to safeguard and protect the most vulnerable young people, including those suffering from mental and physical abuse and neglect, those in care, and those at risk of homelessness – in line with several Articles that provide **Special Protection Measures** for young people who are particularly at risk.

Annex 3: List of Case Studies

Page 5	Young people's view on media images of young people British Youth Council www.byc.org.uk
Page 13	Young people challenging negative perceptions Truth about Youth www.co-operative.coop/corporate/ethicsinaction/inspiring-young-people/what-were-doing/opportunities/truth-about-youth
Page 15	A business leader supporting local young people Blackburn Youth Zone www.blackburnyz.org
Page 15	Partnership supports schools to help pupils realise their potential Association of School and College Leaders www.ascl.org.uk
Page 19	Telephone parenting support services Family Lives www.familylives.org.uk
Page 19	Online support for dads Dadtalk www.dadtalk.co.uk
Page 24	Family Intervention Projects Islington Council www.islington.gov.uk
Page 25	Youth work-led approaches to supporting pupils' attainment Ely, Littleport and Witchford Locality Team www.elycollege.com/academic/supportivelearning.php
Page 28	Youth Achievement Foundations UK Youth www.ukyouth.org/youth-achievement-foundations.html
Page 33	Raising aspirations through community projects O ₂ www.o2thinkbig.co.uk
Page 34	Schools equipping young people for the future Studio Schools www.studioschoolstrust.org
Page 34	Local authority and schools working together Knowsley Council www.knowsley.gov.uk/residents/regenerate-knowsley/leisure-facilities/our-place.aspx

Page 35	Showcasing young people's musical talent Music for Youth www.mfy.org.uk
Page 37	Role models from the world of work Youth at Risk www.youthatrisk.org.uk/get_involved/MyLifeisMyBusiness2.html
Page 37	Young people and social enterprise Blastbeat www.blastbeat.org
Page 39	Fair access to work experience PRIME www.primecommitment.org/work-experience
Page 39	Youth-led services for young people University of the First Age www.ufa.org.uk/young-peoples-activities/leading-learning
Page 40	Engaging young people through social action Envision www.envision.org.uk
Page 42	National Citizen Service 2011 pilots Department for Education www.education.gov.uk/childrenandyoungpeople/youngpeople/nationalcitizenservice
Page 43	Personal and social development through the Cadet Force Sea Cadets www.sea-cadets.org
Page 45	Young people's voice in health services Brighton and Hove Youth Council www.brighton-hove.gov.uk/index.cfm?request=c1159964
Page 46	Access to health and other support services through school Wiltshire School Nursing Services www.gwh.nhs.uk/wards-and-services-a-z/a-to-z/childrens-services/school-nursing-service-wiltshire/
Page 48	Mental health support for looked after children Rotherham, Doncaster and South Humber NHS CAMHS www.rdash.nhs.uk/information-for-the-public/safeguarding/safeguarding-children/information-for-children-and-young-people/camhs
Page 49	Helping young people make well informed decisions about relationships and sex Brook www.brook.org.uk/sex-positive

Page 54	Young people's reaction to the <i>This is Abuse</i> campaign This is Abuse www.thisisabuse.direct.gov.uk
Page 58	Young people's views on the disturbances Sheffield Futures www.getconnectedsheffield.com
Page 59	Young people's role in preventing disturbances Sheffield Futures www.getconnectedsheffield.com
Page 60	Coordinated local approaches to crime prevention Catch22 Northamptonshire Intensive Intervention Programme www.catch-22.org.uk
Page 66	Young people inspecting services Young Inspectors www.participationworks.org.uk/topics/young-inspectors
Page 67	Young people taking the lead Platform, Islington http://platformislington.org.uk
Page 68	Young people influencing the local democratic process UK Youth Parliament www.ukyouthparliament.org.uk/
Page 69	Young people campaigning on local transport issues Staffordshire County Council's Your Staffordshire Card www.staffordshire.gov.uk/community/DiscountCard/YourStaffordshirecard.aspx
Page 70	Myplace transforming the local offer Bradford Culture Fusion www.culturefusion.org.uk
Page 72	The contribution of non-public funding Wigan OnSide www.onsidenorthwest.org/youth-zones/wigan-youth-zone
Page 73	Transferring leadership to the voluntary and community sector The Worcester Community Trust - LA transferring leadership to the VCS www.worcesternortheast.org.uk
Page 74	Improving services and reducing costs through integration Medway Council's Integrated Prevention Service www.medway.gov.uk/
Page 75	Ensuring quality Sunderland City Council www.sunderland.gov.uk/index.aspx?articleid=1

- Page 76 **Accreditation of volunteering**
 ASDAN
www.asdan.org.uk
- Page 78 **The role of local infrastructure organisations**
 Cumbria Youth Alliance
www.cya.org.uk
- Page 79 **Early Intervention to support participation and attainment**
 Groundwork's Young People Friendly Neighbourhoods (YPFN)
www.groundwork.org.uk/what-we-do/major-initiatives/young-people-friendly-neighb-1.aspx
- Page 79 **Social finance**
 Alt Valley Community Trust (AVCT)
www.communiversity.co.uk
- Page 80 **Business-led support for young people**
 Starbucks Youth Action
<http://starbucks.co.uk/responsibility/community/youth-action>
- Page 82 **Community-led action**
 Redeeming Our Communities, ROC Cafés
http://www.roc.uk.com/Groups/122165/Redeeming_Our_Communities/Projects/ROC_Caf%C3%A9/ROC_Caf%C3%A9.aspx
- Page 83 **Public Sector Mutuals**
 The Royal Borough of Kensington and Chelsea's Youth Support and Development Service
www.rbkc.gov.uk/az/az.aspx?searchletter=A&orgid=4849
- Page 89 **Young volunteers in Government**
 Department for Communities and Local Government
www.communities.gov.uk

You can download this booklet online at: www.education.gov.uk/positiveforyouth

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