

New Deal for Communities

The National Evaluation

Research Reports

Young People in NDC Areas: Findings from Six Case Studies

Research Report 20

The Neighbourhood Renewal Unit is currently sponsoring the 2002-2005 national evaluation of New Deal for Communities. This evaluation is being undertaken by a consortium of organisations co-ordinated by the Centre for Regional Economic and Social Research at Sheffield Hallam University. The views expressed in this report do not necessarily reflect those of the Neighbourhood Renewal Unit.

Those wishing to know more about the evaluation should consult the evaluation's web site in the first instance
<http://ndcevaluation.adc.shu.ac.uk/ndcevaluation/home.asp>



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Young People in NDC Areas: Findings from Six Case Studies

Research Report 20

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EXECUTIVE SUMMARY

Introduction

The National Evaluation of New Deal for Communities (NDCs) is undertaking in-depth work in six case study areas: Bristol, Coventry, Haringey, Liverpool, Nottingham and Middlesbrough. The case study strand to the NDC National Evaluation is designed to explore a range of cross cutting themes which cannot be examined in any detail in all 39. This output reflects work undertaken **during summer 2003** on young people in these neighbourhoods. Other work undertaken for the National Evaluation has focussed on youth crime and teenage pregnancy. These can be found on the public website listed at the end of the references.

The National Strategy for Neighbourhood Renewal (2000) suggested that factors which contribute to disadvantage have intensified in the last 20 years and that many indicators are worse in the UK than in comparable nations. Young people in NDC areas are often more likely to be subject to factors which cause multiple deprivation.

Key issues facing young people

According to the MORI/NOP Household Survey (2002) and an Analysis of Delivery Plans undertaken by the evaluation team in 2002, main issues facing young people in NDCs include:

- low levels of involvement in NDC activities amongst 16-24 year olds (14% compared with 17% on average for all age groups)
- significantly more (12%) 16-24 year olds living in NDC areas have experienced assault than is true across the Programme (5%)
- many NDC areas accommodate a disproportionate number of young people. Data range from 11% to 42% of respondents to the household survey being aged between 16 and 24, with an NDC average of 14% (MORI/NOP 2002); (11% England average, 2001 Census)
- young people are less likely to describe people who live in the area as friendly (78%; NDC average 83%)
- 51% of this age group say that the area is a place where neighbours look out for each other, this is less than the average across the Programme (59%)
- nearly one third of young people involved in the survey belong to a BME group compared with a Programme average of 24%
- 27% live in a lone parent family (NDC average 16%; National average 7%)
- 23% of 16-24 year olds are parents or guardians for children under 16
- 52% of 16-24 year olds have heard of the local NDC (NDC average 64%)
- 14% have been involved in NDC activities, compared with 17% across the Programme
- significantly fewer young people (54%) are satisfied with the area as a place to live than the average across all NDC areas (60%)
- 43% of respondents think that the area is a good place to bring up children
- 23 NDC Partnerships have outcomes which relate specifically to the involvement of young people

Objectives

The objectives of this study are to:

- offer a **perspective** on young peoples' issues and views
- assess the level of **interest** and involvement of young people in NDCs
- identify the most suitable methods for **consultation and engagement** of young people
- contribute to the knowledge base of **'what works'**
- and to **provide advice** to NDC Partnerships in relation to their dealings with young people

The **research questions** included:

- what is the **relationship** between young people and the NDC?
- what are the main **issues** facing young people in the NDC area?
- what do young people want the NDC to **achieve**?

The study consisted of **three tasks**:

- research with youth workers
- consultation with young people
- desk based research to examine the scope and nature of projects involving young people

In four case study areas it was possible to talk to young people. Eight focus groups were undertaken which attracted 83 young people. A further 35 took part in group interviews, bringing the total number of young people accessed during this work to 118.

NDCs and Young people: Questions of engagement and awareness

Engagement

All case study NDCs have a member of staff with responsibility for youth inclusion and all have dedicated youth projects, although awareness of NDC amongst young people is limited.

There is evidence that provision for youth involvement and planning is reflected in the theme group structure in Bristol, Liverpool and Nottingham. There are formal structures such as youth forums or parliaments in Bristol and Middlesbrough. Haringey and Liverpool undertake Partnership working with other agencies.

An analysis of youth projects found that:

- the number of youth projects undertaken by Partnerships ranges from about 7 to over 30
- the average number of youth projects in case study NDCs is about 15
- youth projects do not seem generally to be targeted at sub-age groups although some projects are likely to appeal more to some than others

Awareness of NDC is limited amongst young people who participated in this research. Some only remembered when they were reminded of the building in which the project was located. In other cases, awareness seems to depend on whether or not young people have been involved in NDC-funded projects.

The concerns and aspirations of young people

Work in the six NDC case study areas throws light on a wide range of issues that are of concern to young people (identified by both young people and also their youth workers). In general, young people are more likely to focus on specific issues whereas youth workers talk in terms of broader themes. Young people identified a range of issues which concern them. Those most frequently mentioned are crime, physical environment and education, followed by community, health and worklessness. Issues which are prioritised by young people themselves and by youth workers include the **incidence of crime**, fear of crime, and the perception of young people as criminals. Crimes relating to prostitution, drugs, violence, young people fighting and the presence of gangs were mentioned. Fear of crime, personal safety, young people engaging in criminal activity, and the presence of 'smack heads' are all issues of concern. However, no young person mentioned the lack of police presence in the area.

Educational issues related to lack of aspirations. Poor educational achievement was identified as a consequence of low aspirations rather than to poor educational facilities or schools.

Health was not seen as a main concern for young people and few responses relate to **unemployment**.

What young people want NDCs to achieve

Young people were asked what they wanted their local NDC to achieve. The most common responses related to improving the physical environment or to the provision of new facilities which might help divert young people from crime.

Lesser importance was attached to housing improvements, although some participants want to stop drug dealers and 'smack heads' taking over empty houses. Similarly, some young people argue that there is no point in building new shops if security is not improved.

KEY ISSUES FOR NDC PARTNERSHIPS

The main issues which arise from this work fall into three issues: engagement; consultation, and projects and support.

Issues around engagement:

- Partnerships should tailor efforts to build community cohesion in order to reflect the needs of young people, as they may be experiencing particularly acute manifestations of community and household strife
- young people are not a homogeneous group; Partnerships need to make efforts to identify differences in sub-groups characterised by geographical distribution, gender, race, age, interests, plus other factors such as family circumstances
- the decision to develop formal structures should be made according to local knowledge. Partnerships may need to develop new ways of working with young people using youth workers
- provision for youth involvement and support should be included in any theme group structure established by a Partnership
- Partnerships should consider employing dedicated youth staff

Issues around consultation:

- many Partnerships will wish to assess the scale of problems impacting on different groups of younger people; crime appears to be the major issue facing many, but this will vary from one neighbourhood to another
- efforts should be made to encompass the attitudes and aspirations of young people in BME communities
- in order to understand their needs, Partnerships will need to undertake consultation with young people. This will require Partnerships making links with mainstream services through existing networks and infrastructure, where trust and relationships are often already established

Issues around projects and support:

- Partnerships should seek to ensure that new facilities are accessible at weekends and in the evenings
- there should be projects dedicated to young people in NDC areas
- projects and facilities should reflect young people's needs based on local understanding. Diversionary projects to detract from crime and vandalism will often prove valuable
- there should be an emphasis on educating people in younger age groups to reduce crime and help break the 'cycle of deprivation'

1 INTRODUCTION

1.1 Report outline

This report consists of four sections.

- section one presents the context of the research and the policy background relating to young people
- section two draws on existing evidence across the Programme
- section three discusses the case study research and findings
- section four outlines the key issues for Partnerships

1.2 Case study work

The National Evaluation of New Deal for Communities (NDCs) is undertaking in-depth work in six case study areas: Bristol, Coventry, Haringey, Liverpool, Nottingham and Middlesbrough. Work into the needs of young people took place in these areas during summer 2003. For the purposes of this work, young people are defined as those aged between 13 and 19. The case study strand to the NDC National Evaluation is designed to explore a range of cross-cutting themes which cannot be examined in any detail in all 39 NDCs.

1.3 Objectives

The objectives of this study are to:

- offer a perspective on young peoples' issues and views
- assess the level of interest and involvement of young people in NDC
- identify the most suitable methods for consultation and engagement of young people
- contribute to the knowledge base of 'what works'
- and to provide advice to local NDC Partnerships in relation to their dealings with young people

1.4 Research questions

The **research questions** explored as part of this study include:

- what is the **relationship** between young people and the NDC?
- what are the main **issues** facing young people in the NDC area?
- what do young people want the NDC to **achieve**?

The study consisted of three elements:

- research with youth workers
- consultation with young people
- desk based research to examine the scope and nature of projects involving young people

1.5 Background and wider policy

NDC has a central commitment to working with communities:

'[it] places a particular emphasis on involving all elements of the local community from the outset ... Plans imposed on a community, that are not

developed with them and do not win their support, won't deliver lasting change' (DETR, 1999).

These sentiments are paralleled by other recent policy initiatives. As part of the Community Cohesion Review, the Cattle Report (2001) stresses the need to use knowledge of how local people perceive and experience problems to help create renewal programmes which build on the interrelatedness of economic, social and cultural problems.

Both the Cattle and Ousley reports (2001) found that consultation with young people is desirable in order to improve the quality and relevance of service provision and to help sustain community cohesion. For example, the Cattle Report recommends that:

'There is a need to give young people a bigger say and a bigger stake in decision making as the level of political and community engagement is presently low in all respects' (pp 32).

Experience from other research suggests that young people feel alienated and are rarely consulted (Prince's Trust 2001). Consultation with young people can be difficult because:

- the scale and intensity of neighbourhood level youth networks vary considerably
- young people are difficult to access without existing support
- consultation with young people can be more challenging than for other marginalised groups because they may need to be approached through youth workers and existing agencies
- and as other researchers have found (Jenner 2002), young people are not used to being consulted

1.6 National Strategy for Neighbourhood Renewal

The National Strategy for Neighbourhood Renewal (2000) suggests that factors which contribute to disadvantage have deteriorated over the last 20 years and that many indicators of disadvantage are worse in the UK than for other comparable nations. In addition young people are more likely to be subject to multiple deprivation because of factors such as:

- a clustering of people on low incomes
- a perception of young people as a problem by other residents and agencies
- drug addiction
- exclusion and/or truancy from school
- high numbers of failing schools
- higher than average proportions of young people in the neighbourhood
- problems associated with lone parenting
- low basic skills and/or under achievement
- lower than average government spending on young people living in the poorest neighbourhoods
- concentration of offenders or those identified as at risk from offending
- poor education and life chances
- higher than average levels of unemployment

(The Prince's Trust (2001); National Strategy for Neighbourhood Renewal (2000) and Social Exclusion Unit (1998)).

2 EVIDENCE ON YOUNG PEOPLE FROM THE NATIONAL EVALUATION

2.1 Existing

An early 2002 report from the national evaluation team which pulled together main findings from the initial Scoping phase (June to December 2001) found that most NDCs were keen to engage young people for a number of reasons:

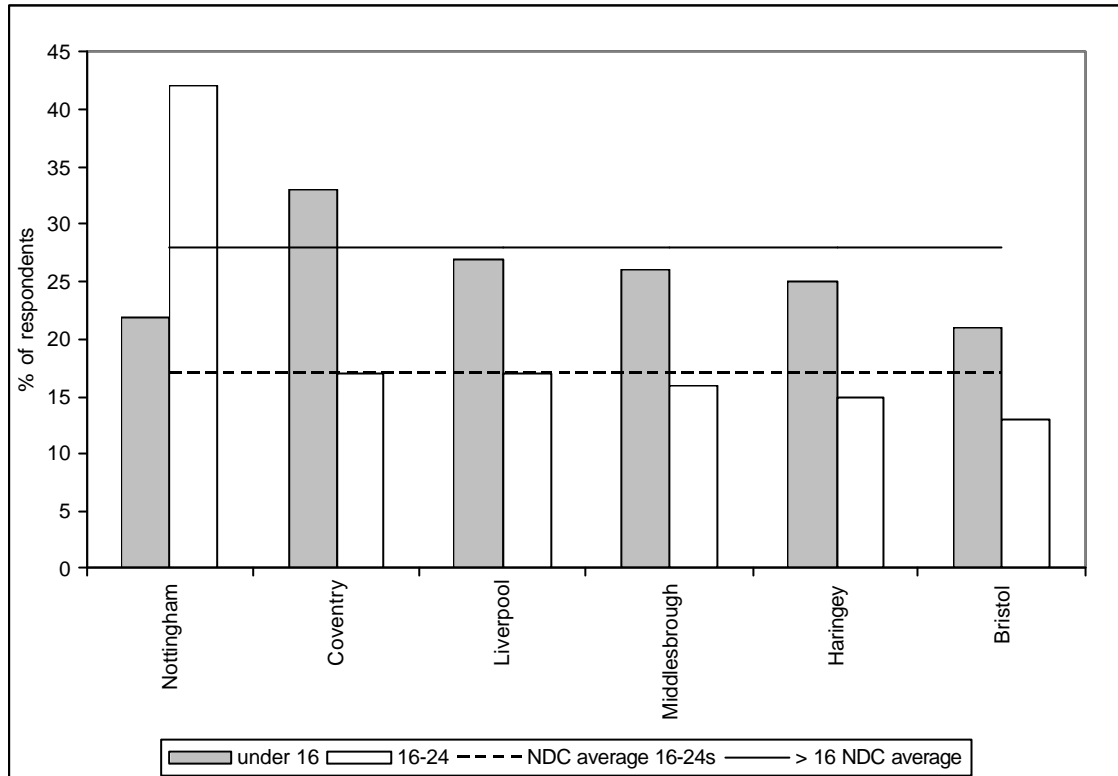
- to help break the 'cycle of deprivation' which can impact on many families
- the engagement of young people can assist in ensuring longer term sustainability
- young people are also frequently seen as contributing to crime and anti-social behaviour in the neighbourhood

At that stage (late 2001) NDCs reported varying levels of success in engaging young people. Some Partnerships had been successful in engaging young people in events and activities such as football teams and residential weekends. However, many had found it harder to engage young people in formal structures and meetings.

2.2 Key indicators relevant to young people (aged 16-24) can be drawn from the 2002 MORI/NOP Household Survey of all 39 NDC areas. Headline findings include:

- many NDC areas accommodate a disproportionate number of young people. Data range from 11% to 42% of respondents to the household survey being aged between 16 and 24, with an NDC average of 14% (MORI/NOP 2002); (11% England average, 2001 Census)
- young people are less likely to describe people who live in the area as friendly (78%; NDC average 83%)
- 51% of this age group say that the area is a place where neighbours look out for each other, this is less than the average across the Programme (59%)
- nearly one third of young people involved in the survey belong to a BME group compared with a Programme average of 24%
- 27% live in a lone parent family (NDC average 16%; National average 7%)
- 23% of this age group are parents or guardians for children under 16
- 52% of 16-24 year olds have heard of the local NDC (NDC average 64%)
- 14% have been involved in NDC activities, compared with 17% across the Programme
- significantly fewer young people (54%) are satisfied with the area as a place to live than the average across all NDC areas (60%)
- 43% of respondents think that the area is a good place to bring up children

Figure 1: Percentage of young people living in NDCs: Case study NDCs



Source: MORI/NOP Household Survey (2002)

Figure 1 shows the percentage of under 24 year olds living in the case study areas, based on respondents to the Household Survey.

- the proportion of under 24 year olds in each case study varies considerably, ranging from Nottingham having 64% of its population in this age group, to Bristol with approximately 34% of residents aged under 24

2.3 Crime

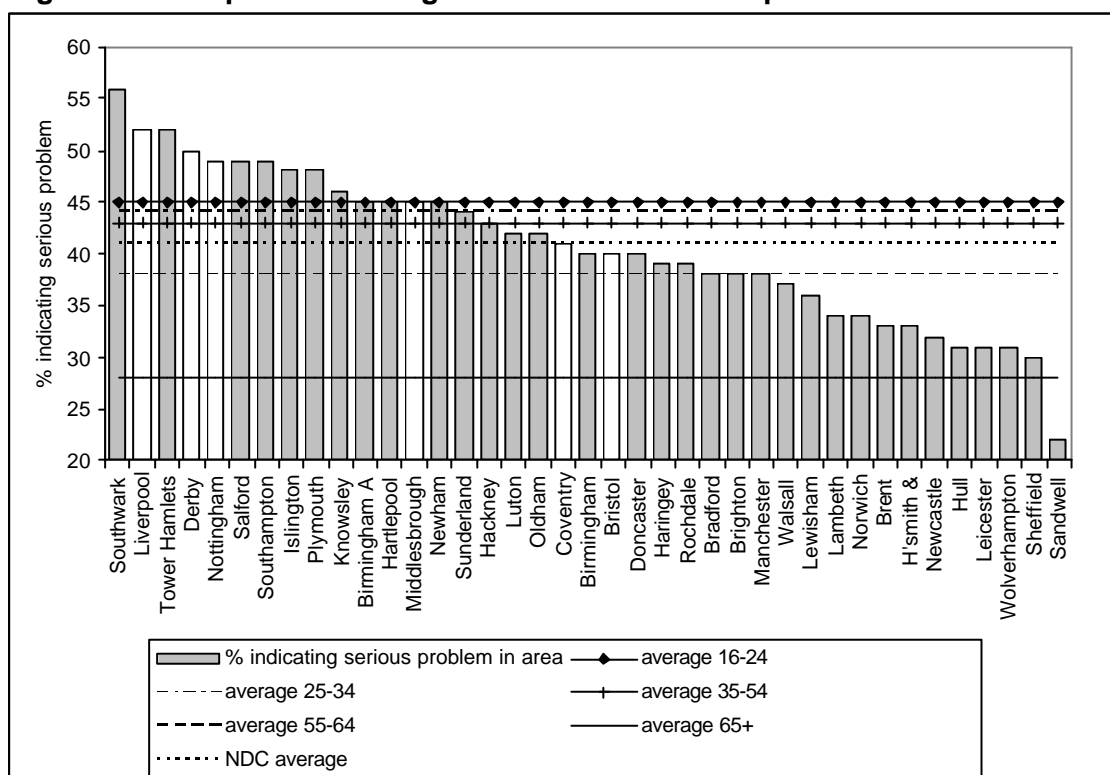
Table 1 shows that there are no significant differences between perceptions of crime amongst 16-24 year olds and other age groups involved in the survey. However, respondents suffering from assault in the previous 12 months are more likely to come from younger age groups.

Table 1: Key findings from Household Survey: Crime

	16-24 %	NDC average %	National average %
Feel very unsafe outside alone after dark ¹	30	34	13
Very/fairly satisfied with police ²	46	48	73
Very/fairly worried about burglary ³	65	65	51
Very/fairly worried about being robbed or mugged ⁴	54	59	41
Experienced burglary/attempted burglary in last 12 months ⁵	9	7	3.4
Experienced assault in last 12 months ⁶	12	5	3

Source: MORI/NOP (2002)

Figure 2: Perception of teenagers on the streets as a problem



Source: MORI/NOP Household Survey (2002)

Figure 2 shows the perception of teenagers on the streets as a serious problem.

- 41% of all respondents state that teenagers on the streets is a serious problem in their area
- data range from 22% (Sandwell NDC) to 56% (Southwark NDC)
- 'teenagers on the streets' is more likely to be considered as a serious problem by younger age groups (16-24 year olds) than older ones (55+ age groups)

¹ British Crime Survey 2001

² People's Panel Baseline 1998

³ British Crime Survey 2001

⁴ British Crime Survey 2001

⁵ British Crime Survey 2001

⁶ British Crime Survey 2001

2.4 Education

The household survey found that:

- 54% of 16-24 year olds want to take part in additional education or training (NDC average 39%)
- younger people are less likely to be unqualified than the Programme wide average (20% compared with 35% in all age groups), although significantly more feel they need to improve maths skills (31% compared with NDC average of 21%)

Table 2 shows that satisfaction with educational provision (amongst parents and carers) declines as pupils get older. Satisfaction with pre-schools and primary schools is relatively high, with only 10% of respondents indicating dissatisfaction with each. 18% and 8% of respondents in all NDCs state, however, that they are dissatisfied with local secondary school provision and sixth form provision respectively. It should be noted that educational establishments are not necessarily located within NDC boundaries. Table 2 shows that there are no significant differences between 16-24 year olds and other age groups in terms of satisfaction with educational provision.

Table 2: Satisfaction with schools/childcare

	16-24 %	NDC average %	National average %
Local pre-school nursery provision	79	77	n/a
Local primary schools	76	81	88
Local secondary schools	66	66	82
Local sixth form/FE colleges	69	64	n/a

Source: MORI/NOP Household Survey (2002).

Base: service users all ages

Table 3 shows the average proportion of children staying in school past the age of compulsory education in NDC areas was significantly lower than the England average. Similarly, the average number of 17-19 year olds living in NDC areas successfully applying to university was less than half the English average.

Table 3: Staying on at school and university applications

	NDC average %	National average %
Young people staying on at school after age 16 ⁷	53	63
17-19 year olds making successful university applications ⁸	13	30

Source: SDRC (2002)

2.5 Health

Table 4 shows that, as would be expected, those in the younger age group are more likely to report good health and less likely to have a limiting long-term illness than is average across all respondents to the household survey.

⁷ Figures at April 2001. Derived from Child Benefit Data

⁸ 1999-2000

Table 4: Health

	16-24 %	NDC average %	National average %
Percentage feel own health is good ⁹	60	42	59
Limiting long-term illness ¹⁰	9	27	19
Percentage who smoke ¹¹	39	40	27

Source: MORI/NOP 2002

2.6 Housing

Respondents from the 16-24 year age group are significantly more likely to live in a lone parent family household (27%) than either the NDC (16%), or national averages (7%). 23% (of 16-24 year olds) are parents or guardians for children under 16. 16-24 year olds primarily live in rented accommodation (78%).

2.7 Worklessness

The household survey found that:

- 27% of respondents (aged 16-24) are unemployed (compared with 17% in other age groups)

Table 5 shows the main barriers to this age group finding work are: skills/ training, type of work available, and 'other'. These barriers are similar to Programme wide averages.

Table 5: Barriers to work

Barrier identified	% 16-24	% All respondents
Skills/training	27	26
Type of work available	26	30
Other	18*	12
Personal	17	25
Financial	7	9
Information	4	5
Discrimination	1	2

Source: MORI/NOP 2002 (*Includes still in education; transport problems; just started looking and about to start)

2.8 Analysis of Delivery Plans: 2002

In 2002, the national evaluation team undertook an analysis of the first tranche of 39 NDC Delivery Plans. This analysis found that a number of Partnerships had at that stage identified outcomes which should sustain increased participation in NDC activities on the part of young people. This is shown in Table 6.

⁹ General Household Survey 2000/01

¹⁰ General Household Survey 2000/01

¹¹ General Household Survey 2000/01

Table 6: Most frequently mentioned outcomes involving young people

OUTCOME	FREQUENCY
Community participation/ engagement	23
Community participation in under 24 age group	9
Neighbourhood capacity	8
Community influence over service delivery and policy	7
Community capacity building	6
Community participation in BME groups	6
NDC awareness	6
NDC management and support	6

Source: CRESR, *Analysis of Delivery Plans: Outcomes, Floor Targets and Projects (2002)*

Projects which are most likely to engage young people and/or improve outcomes for them are shown in Table 7.

Table 7: Most frequently mentioned projects involving young people

PROJECT	FREQUENCY
Youth facility/worker/project	20
Sports and leisure facilities	14
Community facilities	13
Communications team/strategy	10
Community festival	9
Community participation in local service delivery schemes	9
Community forum and/or support	8
Community link team/newsletter/worker	8

Source: CRESR, *Analysis of Delivery Plans: Outcomes, Floor Targets and Projects (2002)*

2.9 2002/03 Programme Wide Report

More recent evidence from the National Evaluation Annual Programme Wide Report (2003), found that in half of all NDC areas there are projects focusing on vulnerable young people or those at risk of offending: Intensive Supervision and Surveillance Programmes (ISSP); Restorative Justice in Schools (RJS); Youth Inclusion and Support Panels (YISP) and Street Crime Initiative (SCI). Some modified and pilot schemes for these projects are being implemented in NDCs. Nottingham NDC is both a pilot scheme for the Youth Inclusion and Support Panels (YISP) and a case study NDC. The ten police forces that have been targeted in the SCI contain 26 NDCs.

The Youth Inclusion and Support Panels (YISPs) are of particular interest here. This research-based Programme announced in February 2003, involves members of the community taking an active role in preventing young people becoming involved in crime. 14 pilot YISPs will be up and running in seven of the ten street crime police force areas by April 2003. The panels, made up of members of the community, and a range of agencies including Youth Offending Team (YOT) personnel, police, teachers, health and social services workers, will identify vulnerable young people at risk of offending. Nine NDCs are located within these pilot areas and all but three have youth projects amongst their crime interventions.

3 YOUNG PEOPLE: WORK IN THE SIX NDC CASE STUDIES

3.1 Methods

Stage One: Research with youth workers

In each of the six areas, contact was made with youth workers in already established networks, such as teachers, youth club leaders, Connexions, YIPs, health workers, NDC staff etc. Contact was made either face to face or over the telephone and was used as a vehicle through which to examine the following issues:

- main issues in the area affecting young people
- involvement of young people in the activities of the NDC
- how do agencies work with young people?
- future plans for working with young people
- relationship between young people and the NDC

Stage two: Research with young people

The **research questions** explored in this part of the overall study included:

- what is the **relationship** between young people and NDC?
- what are the main **issues** facing young people in the NDC area?
- what do young people want the NDC to **achieve**?

Researchers used face-to-face interviews and focus groups with young people. Additional observations through project, group work or youth panels were undertaken in some case studies NDCs. It was not possible to consider the views of young people who were not already involved in some form of NDC activity or who were not part of an existing group.

In four case study areas it was possible to talk to young people. Eight focus groups were undertaken which attracted 83 young people. A further 35 took part in group interviews, bringing the total number of young people accessed during this work to 118. In two case studies researchers experienced problems in accessing young people. This was because other consultation with young people had recently been undertaken, and because of concern about consultation fatigue, and difficulties in accessing young people via schools and youth groups.

Stage three: Desk based research

Desk based research was undertaken using a number of sources:

- documentary analysis of delivery plans and other relevant material
- data from the National Evaluation
- reports from six case study teams

3.2 The case study NDCs: A brief pen portrait of activity

Bristol

The structure through which NDC activities are funded and delivered has been under review. Under the banner of community services there is a 'sub-theme' called the 'Youth Programme'. Hence there is a dedicated theme group which can consider issues relating

to young people. There is also a young people's forum which manages a grants programme of £20,000. The theme has a co-ordinator who is employed by the NDC supported by a multi-agency group. This multi-agency group consisting of agencies such as local authority youth services, local churches, and the Barton Hill Settlement, brings together representatives from projects funded through the theme and via other agencies. It discusses the viability and need for youth-related projects and priorities for service provision in the area. This structure mirrors other themes in the NDC partnership. As of summer 2003, no young people then sat on the multi-agency group although it was hoped that the Youth Forum might be able to take on some of the roles of the multi-agency group at some stage in the future.

Both the group and the co-ordinator stressed that the Youth Programme is not the only means by which outcomes for young people could have been achieved. The Youth Programme also sees itself playing an advocacy or advisory role within the NDC Partnership for workers on other themes.

Coventry

The Partnership has created a youth co-ordinator post to develop mechanisms for engaging with young people and raising the profile of the NDC. The Venny is a Youth Centre in Wood End, located near the periphery of the estate, which is operated by two full-time youth workers and various volunteers. One of the main objectives of the Venny, Henley Green Community Centre and Coventry Youth Service is the development of a Youth Forum. The aim is to increase the participation and contribution of young people in future developments within the NDC area. It also aims to contribute to the Youth Service's strategic objectives.

Other initiatives are a Youth Block Grant to fund small scale youth activities and specific youth projects and to support educational providers. There are outreach workers, learning mentors in schools and a project to rebuild the Manor Farm and Neighbourhood Development Association (MANDA) Community Centre as part of the new Annie Osborn Primary School.

Haringey

An internal report by Haringey Youth Service suggests that locally there is a perception that not enough is being done for young people in the area. Some observers suggest that as youth provision is not a statutory requirement it is being neglected in favour of other priorities. However, by summer 2003, activity was occurring in the area supported by either the NDC or Haringey aimed at providing a wide range of services and projects targeted to youth and young people. Nevertheless, an internal report (produced in 2003) by Haringey Council on young people for the Haringey Strategic Partnership, concluded that there are:

- gaps in service
- duplications of effort
- resources were being spent on low priority or ineffective activity
- difficulties had arisen in relation to sustaining programmes because of time limited funding
- no systematic learning from best practice
- and that activities may not support each other, or relate to mainstream services, as well as they could

NDC workers and representatives are now working more closely with Haringey Youth Services and other service providers in order to co-ordinate more effectively services available to young people in the area.

Liverpool

The community engagement arm of Kensington Regeneration (KR), Community Roots to Success (CRTS), has made efforts to feed the opinion and energies of young people into the renewal process. Nevertheless, engaging young people has not so far been a key priority for KR and the success of these ventures has been variable. It is evident that awareness amongst young people of the NDC and what it does remains uneven and seems to depend on whether or not they have been involved in NDC-funded projects. The lack of a secondary school in the area has made it difficult for NDC personnel to make contact with young people in order to introduce the NDC and its work. Attempts to engage teenagers through a youth forum showed promising early signs but the initiative floundered largely because of lack of capacity within the CRTS team. Since then CRTS has appointed a youth outreach worker tasked with engaging young people, especially the hard to reach, in regeneration.

To give young people an opportunity to feed directly into the decision-making process, two places for youth representatives were created on the KR Partnership board. In principle this is a positive step. In practice, however, experience has borne out that trying to include young people using mechanisms designed for adult participation is difficult. This is probably due to lack of a mandate from their constituency having been appointed by adults rather than their peers. Moreover, there is no mechanism for canvassing the views of young people on any systematic basis.

Middlesbrough

All contacts with young people are used as opportunities for increasing youth involvement in NDC and in the wider community. The Partnership has a Junior Youth Forum for 7-11 year olds, and a Senior Youth Forum for 12-18 year olds. All three youth representatives on the Neighbourhood Trust Board attend the Senior Youth Forum, and one also attends the Junior Youth Forum, to ensure that discussions and suggestions from the Youth Forums are reported to the Board. The process of reporting to the Board from the Youth Forums began formally in March 2003, with a short report being prepared by the young people (with the help of the NDC Youth Involvement Worker) and delivered to the Board at its monthly meeting. This will be a regular Board agenda item.

Middlesbrough also has a Youth Parliament, where all young people aged 11-17 years attending secondary schools in Middlesbrough are eligible to stand for election to become young mayor, and vote in the elections.

The NDC Youth Involvement Worker is a qualified Youth Worker, who has previously worked with the YIP and other local projects, both as a paid worker and as a volunteer. She is also an NDC resident. Her role is to engage with as many young people as possible across West Middlesbrough, in order to encourage involvement in both the NDC and the wider process of neighbourhood renewal. As part of her outreach work, she attends local primary schools and Acklam Grange Secondary School to meet young people, find out what they think of the area and the NDC Programme, and explore their ideas for future projects or activities. She also attends local youth clubs to do the same. She works with and supports the Youth Forums, and is hoping to help establish a young persons' membership to the NDC. She is also involved in NDC and other youth activities, such as the YIP's Splash Programme, play schemes in school holidays, one-off projects such as litter clean-ups, one-to-one work with young people, and trips to other areas.

Nottingham

By summer 2003, the NDC Partnership was starting to develop work with young people in the 13-19 age group having previously concentrated on a younger age group through work with Sure Start and the local primary schools. The Partnership has introduced a number of interventions targeting children and young people's educational attainment such as:

- 12 extra teaching assistants have been funded by NDC in ten local primary schools. Two schools are in the NDC area and eight are in the NG7 postcode area and are likely to be attended by children who live in the NDC area
- Schools Development Worker - Fair Goose Credit Union. Runs sessions in primary schools to encourage young people to save with the Credit Union. Sessions include maths related play with the aim of developing money sense. There may be a knock on effect of encouraging parents to save with the Credit Union
- 'Anytime Anywhere' project offers free computers to parents saving with Fair Goose Credit Union
- a Programme of out of school learning activities aimed at increasing attendance at school and reducing the number of truancies e.g. Primetime – interactive activities for pupils at risk of exclusion delivered through Build and local primary schools
- joint working with the City Council Equalities Regeneration Partnerships' Service and work to strengthen links with local Head Teachers. ERP disseminates good practice across areas. The group is developing a mini-Education Action Zone project to allocate funding to the ten NG7 primary schools, it has developed a project to install interactive White Boards in schools and representatives take part in School Liaison Group

The Programme being delivered by the Partnership is undergoing a major re-organisation moving from project funding towards strategic commissioning. Alongside this, there has been a re-focussing of activity away from theme based outcomes (worklessness, health, community safety etc.) to cross-cutting issues include one for young people.

The Partnership jointly funds a Youth Inclusion Project with the LEA. An Investing in Young People strategy has also been under development for some time. This will link to the Community Development and Participation strategy and will combine with arts, sports, leisure and culture initiatives to engage with excluded young people.

3.3 Projects and Support

All six Partnerships are supporting dedicated youth projects. These initiatives were typically designed to boost the capacity of existing agencies, provide diversionary activities, introduce basic skills training, raise expectations and self-esteem, make education more attractive and link young people into employment opportunities. Many projects are linked into mainstream services through existing networks.

Information provided by the case study teams (as at summer 2003) found that:

- the number of youth projects undertaken by Partnerships ranges from about 7 to over 30
- the average number of youth projects in case study NDCs is about 15
- many projects have cross theme outcomes
- youth projects do not seem generally to be targeted at younger or older groups of young people although there are some projects for example, are likely to appeal more to males or females

3.4 NDCs and Young people: Questions of engagement and awareness

Youth workers report mixed experiences in engaging with young people, although all have future plans to increase linkages between young people and the NDC Partnership. Youth workers and NDC staff involved in this research suggested a variety of principles which might be adopted in order more effectively to engage with, and to support, young people.

Approaches to raising engagement which can help attract young people:

- effective consultation
- dedicated time and resources designed to educate young people about how they might become involved in NDC
- dedicated youth projects
- flexibility in working with young people on their own terms, such as meeting places and informal methods, in order to maximise participation
- formal structures such as youth forums or Board places
- linkages with mainstream services through signposting, advice, and direct contact
- understanding of sub-groups in this age group characterised by geographical distribution, gender, race, age, interests, plus other factors such as family circumstances
- young people often want practical 'quick wins' or actions in return for giving up their time
- youth workers should be utilised more by NDCs to undertake visits to schools, colleges and youth centres, because Partnerships 'cannot regenerate the area on their own'; young people tend to trust youth workers who can act as conduits between young people and the NDC

Engagement of young people seems to be **hindered** most by:

- difficulty in accessing young people because of a lack of schools in the area
- lack of interest amongst young people in attending formal structures such as youth forums
- lack of interest amongst young people in getting involved in NDC
- lack of effort by Partnerships in engaging with young people

Participants consulted in this research suggested ways of achieving **successful consultation**:

- flexibility in relation to all aspects of consultation
- high levels of contact between individual young people and their mentors
- concerted approaches between agencies dealing with young people
- high levels of face to face and informal contact with individual young people and with groups recognised by young people themselves
- local events and fun days
- a wider range of projects
- allow time for young people to become involved

Awareness of NDC is limited amongst young people who participated in this research.

Coventry	Awareness of the NDC is very limited. No participant was conscious of the NDC when first asked. Only when reminded of the building in which it was located and past consultations did they have any recollection of the NDC.
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Haringey	A number said that their parents had been involved for some time, but they had only become interested recently. Others had learned about the NDC through attendance at local youth clubs and NDC organised social events. Two of the boys had got involved via the football team and their interest had developed from there.
Liverpool	Awareness of NDC is uneven and seems to depend on whether or not they have been involved in NDC-funded projects.
Nottingham	Awareness of the NDC is limited. Two respondents were sure that they knew what NDC was; Five respondents had some knowledge but didn't know what NDC was. The remaining 17 had not heard of NDC.

(Bristol and Middlesbrough case studies were unable to consult young people).

The Bristol case study found differences in engaging young people from contrasting ethnic groups. Attendance at holiday activities does not seem to be particularly problematic amongst white participants, but was lower than might have been expected from BME groups. Such cultural differences may need to be taken into account during project design and delivery.

3.5 The concerns and aspirations of young people

Work in the six case study areas throws light on a wide range of issues that are of concern to young people (identified by both young people, but also their youth workers). In general, young people are more likely to focus on specific issues, whereas youth workers talk in terms of broader themes. Young people identified a range of issues which concern them. The most frequently mentioned are crime, physical environment and education, followed by community, health and worklessness.

Crime

Issues which are prioritised by young people and youth workers include the incidence of crime, fear of crime and the perception of young people as criminals. Crimes relating to prostitution, drugs, violence, young people fighting and the presence of gangs were mentioned. Fear of crime, personal safety, young people engaging in criminal activity and the presence of 'smack heads' are all issues of concern. However, no young person ever mentioned the lack of police presence in the neighbourhood.

Gender differences emerged in two of the NDC case studies. Female participants in Coventry believe that crime is the fault of boys: 'You don't see girls stealing bikes and setting houses on fire. They have a problem, not us'. Research undertaken by the NDC in Bristol, (Barnfather, 2002) found that young females are concerned about safety around the area and the absence of security cameras (the only issues mentioned relating to target hardening).

The Coventry case study found that there is a view amongst older participants in the YIP (up to 16) that younger people, around the age of 11, caused some petty crime, such as breaking into boarded-up homes.

Housing and the physical environment

Main concerns in relation to housing and the physical environment identified by both young people and youth workers include lack of facilities and the need for young people to have their own 'space'. The poor physical environment caused by vandalism, litter, dereliction and a lack of safe green spaces is seen as contributing to frustration and boredom.

Lack of facilities can encourage young people to seek their own entertainment, aspects of which may prove criminal or anti-social. As one young person remarked: 'We're bored out of our minds, that's why cars are stolen, derelict houses are set on fire and drugs are taken. If there was something to do we wouldn't go out and do crimes'. Many young people view new facilities as a positive step but are concerned about these being vandalised.

Actual and perceived territorialism is a prominent issue amongst many young people. There is a fear of leaving the street or estate because of the perceived threat of gangs operating in adjacent localities. Similarly, some young people express wariness in relation to new people coming into their area. Some participants refer to the arrival of asylum seekers in the area as contributing to its poor image.

Education

Low levels of aspiration, expectation and personal confidence are identified as problems by many youth workers and also some young people. Some see getting on at school and participating in competitive sports as concerns. One youth worker commented that there are 'differences in the aspirations of different groups within young people including differences between young men and young women. Some young people don't know how to achieve aspirations'. Some young females cited problems relating to stigmatisation arising from school assessment and also encouragement by parents to truant in order to look after younger siblings or older relatives.

Health

In line with experience across the NDC Programme, health is not generally seen as a major concern by either youth workers or young people. Health issues which are identified by young people include worries about the impact of smoking on health and experiences of being young parents.

Other issues

Other issues emerging from this research include: unemployment, lack of Jobcentre Plus in the area, lack of communication systems, and issues relating to negative image of young people. The poor image of young people is attributed by youth workers and young people to factors such as lack of good role models, negative mindset by young people, poor family backgrounds, the need to 'act tough' and social problems. There is a view on the part of some youth workers that young people are over pessimistic about their prospects and educational achievement.

Low levels of community cohesion are evident in some NDC areas. Some youth workers and young people identify a poor sense of community or lack of community cohesion as problems for the area. Tensions exist in some areas between groups of young people and between some younger people and local adult populations.

3.6 What young people want NDCs to achieve

Young people were asked what they wanted their local NDC to achieve. In practice relatively few respondents were forthcoming to this question. Most commonly any responses related to improving the physical environment and to the provision of new facilities to relieve boredom which might help divert young people from crime. The Middlesbrough case study found that 'young people in the NDC area want a safe environment that is available for them to use at any time, including weekends and evenings'.

Lesser importance was attached to housing improvements, although some participants want to stop drug dealers and 'smack heads' taking over empty houses. Similarly, some young people argue that there is no point in building new shops if security is not improved. A summary of responses is shown in Table 8.

Table 8: What young people want NDCs to achieve: A summary of responses.

Theme	Response
Crime/housing and physical environment	More facilities to divert young people from crime
Crime/housing and physical environment	Remove empty houses to reduce crack houses and drug problems
Education	Raise aspirations and levels of confidence
Education	Help to change young peoples' aspirations
Housing and physical environment	Removing dereliction
Housing and physical environment	Improved parks and open spaces
Worklessness	Training opportunities
Worklessness	Jobs and training
Other	Buses that provide easy access for pushchairs

Research in the Coventry NDC case study uncovered contrasts between different age groups:

- **groups of 16-19 year olds** emphasise the need for children to have more neighbourhood based activities so that they can start to respect their environment at an earlier age. This should in turn lead to them committing fewer crimes in the future. There is also a general belief amongst older groups of young people that improved facilities could have a positive impact on the area's reputation, make local people proud to say they are from the area and hence possibly attract in new people
- **school age children (11-16 year olds):** feel intimidated mainly by other young people but also by some adults including drug dealers and abusers in the area. Those in the older 16-19 age group did not see this as a major concern

4 KEY ISSUES FOR NDC PARTNERSHIPS

The main issues which arise from this work fall into three issues: engagement; consultation, and projects and support.

Issues around engagement:

- Partnerships should tailor efforts to build community cohesion in order to reflect the needs of young people, as they may be experiencing particularly acute manifestations of community and household strife
- young people are not a homogeneous group; Partnerships need to make efforts to identify differences in sub-groups characterised by geographical distribution, gender, race, age, interests, plus other factors such as family circumstances
- the decision to develop formal structures should be made according to local knowledge. Partnerships may need to develop new ways of working with young people using youth workers
- provision for youth involvement and support should be included in any theme group structure established by a Partnership
- Partnerships should consider employing dedicated youth staff

Issues around consultation:

- many Partnerships will wish to assess the scale of problems impacting on different groups of younger people; crime appears to be the major issue facing many, but this will vary from one neighbourhood to another
- efforts should be made to encompass the attitudes and aspirations of young people in BME communities
- in order to understand their need, Partnerships will need to undertake consultation with young people. This will require Partnerships making links with mainstream services through existing networks and infrastructure, where trust and relationships are often already established

Issues around projects and support:

- Partnerships should seek to ensure that new facilities are accessible at weekends and in the evenings
- there should be projects dedicated to young people in NDC areas
- projects and facilities should reflect young people's needs based on local understanding. Diversionary projects to detract from crime and vandalism will often prove valuable
- there should be an emphasis on educating people in younger age groups to reduce crime and help break the 'cycle of deprivation'

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