

Resilience Consortium Research Report



Building Resilience with Young People and Communities

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Commissioned by The Resilience Consortium.
Written by Nicola Sugden, Talk for a Change

Foreword

Since the Resilience Consortium was formed in the days following the disturbances of August 2011, we have worked to balance the discourse about why the riots happened and what is needed to prevent future disturbances. To ensure this debate is not dominated by the voice of blame, we wanted to include the expertise of the youth sector together with the important but unheard voices, of the young people living in those communities. We secured funding to commission the research and production of this report, believing it would help us to understand the experience of the young people living in the areas affected by the riots and would be the first step to creating a meaningful and effective resilience to public disorder in those and other potentially volatile communities.

So it was with some excitement that we read the report you are now holding and, at a meeting of the Steering Group in April 2013, we drew out the themes in the report. We have a particular focus on how these themes can be co-developed to offer services or programmes to help build resilience to future public violence on both a personal and community level. These will form the basis of discussions at a full Resilience Consortium Meeting in September 2013.

The themes we identified included:

1. Differing perceptions about youth services

The mismatch between what young people and practitioners each say about the influence young people have on the services available to them is significant. 49% of young people believe they do not influence the services 'much' or 'at all', this is contrary to the 80% of practitioners who believe young people have a 'lot of influence' or 'quite a bit of influence' over the service they receive. Narrowing this gap would be important to ensuring shared understanding.

2. Lack of clarity of purpose for many of young people

The significant percentage (48%) of young people with a lack of clarity about what they want to do in their work life indicates a worrying amount of confusion about their sense of identity and purpose. Programmes would need to consider ways to support young people to develop their sense of purpose and identify with roles and activities that are valued and respected.

3. Acquisition as a basis for identity

One of the common reasons that people gave for their participation in the disturbances was the chance to get 'stuff for free'. This fits with a growing recognition of the role played by acquisition and ownership in providing young people's sense of identity and self worth. New programmes should seek to help young people develop an appreciation of other elements of their identity, including volunteering and developing leadership, and learn how to grow their capabilities for these.

4. Developing our understanding of programme design:

We identified three areas that can impact on the success of programmes with young people. These are:

- a. What young people need and where they go – in order to co-locate services where they will be accessed;
- b. Young people's hyper-local location and experience of not feeling part of their communities or well networked makes it important to consider the suitability of other locations, to avoid requiring them to go to places where they may not feel safe;
- c. The importance of responsiveness – when young people get in touch about an opportunity there may only be a short window of time available to engage them. If a programme is not able to respond quickly and translate their interest into action, there is a risk of losing their interest and their assets being wasted. There also needs to be some real thought given to how the roles are described to young people, and how the benefits are communicated.

5. Young people's contribution

There is real value in engaging young people in programme design, developing their communities and supporting each other.

The level of interest in becoming involved in building community resilience expressed by young people affirms the potential for their engagement and the assets and networks they can bring to projects. The ideas that they brought showed a creative approach to how they could contribute and if we can harness that creativity at a design stage this would help to ensure their needs are considered, increase their ownership and buy in and identify and address barriers to their involvement.

We look forward to the next stage of the consortium's activities, when we will be sharing the report with interested parties and partners, growing relationships with local and national stakeholders and testing out all these ideas with young people. Through a deeper understanding of the issues and improving our partnerships, we believe real and lasting impact can be achieved by and with all members of the community.

Resilience Consortium Steering Group
July 2013

Executive Summary

The Resilience Consortium¹ was established as a response to the riots of 2011. It commissioned research that consulted over 700 young people aged 18-24 years who were affected by the riots and 40 professionals who work with young people in 5 different areas of England. The research also considered existing knowledge about riots, communities and young people, and makes recommendations for programmes which will build resilience to future public disorder.

Our conclusions, based on our interviews and literature review, are:

- **Young people** desire voice, influence and power but feel they are rarely given the opportunity to have real power in organisations and communities.
- Public representation of young people rarely presents them as an asset and a resource for the community. This affects young people's views of themselves, and their trust in adults and institutions.
- The majority of young people have ideas and energy for contributing to their communities but do not know how to take this forward.
- Young people are able to identify the specific skills and capacities they need to develop in order to make a greater contribution to their community.
- Young people have individual needs and challenges in successfully negotiating the transition to adulthood. The main challenges are the lack of: employment; access to further education; facilities for young people; and positive role models; and the negative attitudes of adults.
- Many effective services are trying to meet young people's needs, however, many young people reported difficulty in accessing these services and knowing what services were available locally.
- The young people who have special educational needs, those who are persistently absent from school, those who have had previous contact with the Criminal Justice System, or who have had previous criminal convictions, experience the most difficulties in finding support.
- **Communities** can be made more resilient when certain structures, such as community tensions monitoring and hate crime monitoring systems, and early response mechanisms, exist. In addition resilience can be developed by mapping the existing assets; identifying the gaps and opportunities; engaging and mobilising residents and institutions to respond to the gaps; and developing effective networks and collective power.
- It is important to strengthen young people's sense of belonging and ownership of the areas where they live. In some riot-affected areas, particularly parts of London, young people lack trust in wider institutions, and there is a pressing need to develop more trusting relationships between institutions, principally the police, and young people.

¹ For members of the Resilience Consortium please see Acknowledgements page

- **Services** could improve their accessibility by ensuring their target group are aware of their organisation's offer, and by keeping contact details and opening hours up to date on their own and other relevant websites, such as local authority directories.
- Services need to be in locations frequented by young people, and be open when young people need them. Co-location with local business may be a solution.
- Professionals would like to build relationships with local businesses to co-provide support to young people. The minority who have done so have found this to be a positive experience; many have not attempted it.
- There is a significant disparity between professionals' perception of the amount of influence young people have over their services and young people's perception of the amount of influence they have. Principles of co-design and co-production¹ of services with and for young people may involve a culture shift for service providers.
- **Professionals** show willingness to undertake more partnership work, and co-produce services with and for young people, however they report a number of barriers to successful partnership working.
- The increased pressure on local budgets makes a joined-up approach to commissioning and funding services even more urgent, and it requires a pro-active systemic approach.
- Present commissioning does not pay enough attention to building community resilience.
- Partnership approaches need to pay attention to issues of power and the different agendas and organisational cultures of partners. Building a common vision and the negotiation of joint outcomes is essential.
- Professionals require training in: community development and community resilience building; collaborative working / co-production; direct work techniques with the most challenging young people; impact measurement.

Programmes of activity to build resilience to disorder

- Programmes need to be designed to build both the resilience of young people and the communities within a specific local area. A local multi-sector partnership will be needed to design and co-produce services, with young people, local businesses, community and resident groups as partners in delivery.
- Emphasis is placed on interventions that are affordable and effective and, where possible, preventative.
- A concerted effort should be made to engage with young people who are not currently engaging with services, in particular the priority groups identified by the research.
- Programmes could include skills-based training courses in: confidence building; running community

¹ Co-production offers a practical route to re-organise public services, through links between professionals, service providers and the community to spread knowledge, share problems and collectively develop new ways of working.

projects; building social enterprises; conflict resolution and/ or anger management; mentoring; running campaigns; using social media; understanding local power structures and civic participation. It may also include the provision of 'somewhere to go and someone to talk to'.

- Volunteering opportunities should be provided which encourage young people to develop themselves as role-models, leaders and mentors. 25% of NEET young people want to be volunteers, but only 4.6% are actually volunteering.
- Apprenticeships will be negotiated with local businesses, public and voluntary service providers.
- Targeted recruitment of volunteers is undertaken within the unemployed and NEET groups and a support package provided.
- Young people should be encouraged to take responsibility for a community asset, e.g. a local hall or building and have an opportunity to make it theirs.
- Specific interventions should be designed to address contentious issues or concerns identified by young people. The development of a community tensions monitoring scheme co-delivered with young people is one possibility.
- Evaluation and impact measurement are built in so that progress and impact can be measured, using both individual and community level indicators of resilience and cohesion.

'I hope something comes from this ... we need it!' a young interviewee

What we set out to do and what we did

Disturbances took place in August 2011 across a number of areas of England. 5 people died, many were injured, approximately 3,000 people were arrested, and damage repair is currently costed at about £200 million. Each area affected had its own particular characteristics and triggers². Many of the people involved in the disturbances were young people; just under half those arrested were 18 – 24 years old³. Youth organisations were concerned to reflect carefully on events and design responses appropriate to the needs of young people; as a result the Resilience Consortium was set up.

The Resilience Consortium, made up of 29 organisations⁴, secured funding for stage one of a programme to develop community-based networks committed to building resilience to public disorder. Stage one was an initial scoping in five areas: the London Boroughs of Enfield, Haringey and Lambeth, Salford in Manchester and Winson Green in Birmingham. The purpose was to consider existing research and consult 18-24 year olds affected by the riots.

The Steering Group agreed the focus of the research as:-

Primary Question

- **How do we foster capacity and responsiveness in communities in order to reduce the likelihood and/or severity of public disorder in the future?**

Secondary Questions

- **What do 18-24 year olds need to help them be contributors to their communities? What services do they access and to what extent do the services and opportunities available to them meet their needs?**
- **What are the key untapped assets, talents and resources that young people and communities have that can support community resilience?**
- **What are the barriers to creating effective multi-sector collaboration/ support networks in order to meet the needs of 18-24s and support them to be community contributors, and to build resilience?**

This document reports the research findings from stage one and makes recommendations for local interventions in stage two. The report is for the Resilience Consortium Steering Group and may have wider interest for those working with young people and communities, and charitable trusts.

² In Birmingham looting in the city centre, followed by clashes between police and rival groups in suburban areas, took place across two nights (8–9 August). In Salford (9 August), events followed a similar pattern to Peckham, with initial aggression towards the police developing quickly into looting. Morrell, G., Scott, S., McNeish, D., Webster, S. (2011) August Riots in England: Understanding the involvement of young people. National Centre for Social Research.

³ LSE/Guardian(2012) Reading the Riots <http://www.guardian.co.uk/uk/series/reading-the-riots>

⁴ For members of the Resilience Consortium please see Acknowledgements page.

Research methods, focus and limitations

Research methods

723 young people and 40 professionals working with young people were interviewed and an extensive literature and multi-media review was undertaken⁵. The breakdown of the interviews is included in the Appendix.

Interview respondents came from all geographical areas. Of the professional interviews there was a good spread of representation across the different sectors we aimed to gather information from⁶. However, we were unable to complete the number of professional interviews that we had originally aimed for, leading us to use the data gathered qualitatively rather than quantitatively.

Research focus and limitations

There is broad agreement that there was no single cause to the disturbances of 2011 and neither is there a single solution^{7,8}; our research focused only on issues that closely relate to our research questions; these include youth and community work methods, community and individual resilience, transitions to adulthood, identity formation, risk taking, education and employment, belonging, and having a voice and a stake in society.

Because the samples sizes from each area were relatively small and therefore not statistically significant it was decided that we would not highlight distinctions between the 5 areas in this report. We were also aware of how information can be sensationalised and the deleterious effect that can have on both the local population and those professionals and agencies who are working hard to make a difference in their local area. There are plans to make the research information available to the relevant people in the areas surveyed.

5 Interviews with young people were undertaken by Kaizen Partnership www.kzpartnership.com and Young Advisors www.youngadvisors.org.uk; interviews with professionals were undertaken by Talk for a Change www.talkforachange.co.uk

6 Statutory youth services, community orgs working with young people in arts, music, media, intergenerational and education fields, housing providers, Youth Justice practitioners.

7 Bacon, N., (2013) Turning strangers into neighbours. RSA Plugging the Gap series

8 Mayor of London's independent Panel on Tottenham (2013) It took another riot. <http://www.london.gov.uk/sites/default/files/Tottenham-It-Took-Another-Riot.pdf>

What we learnt

An underlying principle of our research was to take an asset based approach, asking ‘*What are the key untapped assets, talents and resources that young people have that can support community resilience?*’ This decision was taken to counter the considerable weight of material written after the riots that focussed on the deficits of young people and communities. We took an asset to mean those attributes that “enhances the ability of individuals, communities and populations to take action on an individual or community need”¹⁰. This definition is particularly pertinent to our research focus as these assets can be in an individual young person, and in a community; they are part of the skill set required for young people to make a successful transition to adulthood, and part of what communities need to prosper.

Young people making a contribution to community resilience

Data from our professional interviews indicate significant assets in the 18-24 year olds in our five research areas. Professionals and volunteers described young people as: willing, determined, optimistic, enthusiastic, articulate, courageous, creative, bright, entrepreneurial, passionate, able to learn and to change, and able to work through setbacks. Professionals and young people interviewed describe how young people are participating in a wide range of challenging and exciting projects; these include inter-generational work that breaks down barriers between age groups in neighbourhoods; arts work that helps young people make new friends and contacts from backgrounds different to their own; media work that challenges stereotypes of young people; apprenticeships that are supportive and enable a young person to have a structure in their lives and to build skills for work. From our experience we consider these to be key assets in building secure individual identities and communities that are resilient to future disturbances.

The literature review we undertook indicates that young people have a strong desire for voice, influence and power as they grow up¹¹; some may gain voice and influence by being involved in the activities we mention above, and some through social action. Young people have the capacity for great passion, and are frequently seen as central to campaigns such as Make Poverty History and movements such as the climate change movement; but being active and influential is not necessarily the same as being powerful¹². Young people very often experience a lack of power¹³, and this was true for our research cohort.

Half of young people interviewed in our research felt they had no influence or not much influence over the services and organisations they seek help from. Also young people have reported feeling misrepresented, and feeling of powerlessness in the face of the media¹⁴. In 2009 Children and Young People

9 Resilience is further explored in our initial literature review – available on request from Talk for a Change.

10 Hudson, B. (2010) Community Care <http://www.communitycare.co.uk/articles/11/06/2010/114697/an-asset-based-approach-to-community-building.htm>

11 HM Government (2011) Positive for Youth.

12 Ang in Bourn, D. (2008) Young people, identity and living in a global society. Education and Research (7).

13 Cassidy, C. O’ Connor, R. Dorrer, N. An investigation of minority ethnic and white young people’s experiences of transition to adulthood. 2006. JRF.

14 Submission to The Leveson Inquiry: Fair Press & Accessible PCC for Children and Young People By Susana Giner with Rhiannon Jones.

Now reported that 76% of press coverage of young people was negative¹⁵, and this increased during the riots with excessive use of derogatory language¹⁶. Public perception of young people is subsequently low; the Youth Media Agency notes that 12% of crime is committed by young people but the public thought 50% of crime was committed by young people. 96% believe that young people are 'a problem'¹⁷. This could have a detrimental effect on young people's self-esteem and their trust in adults and institutions.

How do you feel that young people are seen and treated?

*'Not respected and not looked after,
and not given opportunities' a young interviewee*

*'You have 2 groups – those who do well and volunteer and those
who do nothing' a young interviewee*

Despite such perceptions, data from the young people's interviews shows many young people are using their assets to build their identities and skills, which will help them as individuals and may help them to become community contributors.

Of those young people we interviewed:

- 42% were employed, many working part time.
- 15% were in training or education, a similar number to the national average¹⁸.
- 10% were currently contributing to their community through volunteering, an activity that is frequently correlated with improved community cohesion¹⁹.

Our research showed that there is an interest and willingness to volunteer:

- 25% of those who had been involved with Criminal Justice Service (CJS) & 25% of those who are currently unemployed/NEET wanted the opportunity to volunteer in future.

¹⁵ Children and Young People Now 2009.

¹⁶ Submission to The Leveson Inquiry: Fair Press & Accessible PCC for Children and Young People By Susana Giner with Rhiannon Jones.

¹⁷ Submission to The Leveson Inquiry: Fair Press & Accessible PCC for Children and Young People By Susana Giner with Rhiannon Jones.

¹⁸ Young Adults Today, Report 5: Education, employment and training.

¹⁹ J. Laurence and A. Heath Predictors of community cohesion: multi-level modeling 2005 Citizenship Survey,

(Communities and Local Government, 2008) www.communities.gov.uk/publications/communities/predictorscohesion.

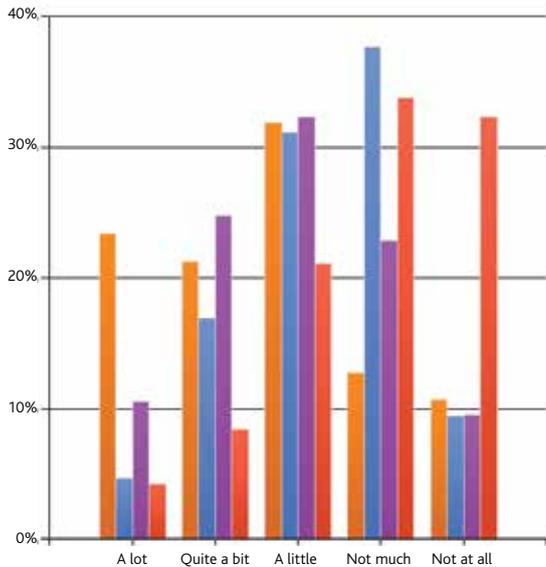
Our research showed that there is an interest in being involved in the community:

Of the young people we interviewed:

- **63% think people of all ages have a responsibility to do their bit to improve their neighbourhood.**
- **49% think they themselves could play a direct role, with 24 year olds and women more likely to envisage a role for themselves than 18 year olds and men.**
- **Those currently volunteering were most interested in being involved (45% of current volunteers in comparison to 13% of those who hadn't ever and didn't want to volunteer).**
- **38% of those who were unemployed said they would like to be involved in making the community stronger, with only 13% saying they would definitely not want to be involved and 20% said "probably not".**
- **Motivation to be involved included both intrinsic and extrinsic concerns, such as feeling more part of the community (39%) and improving job prospects (35%).**

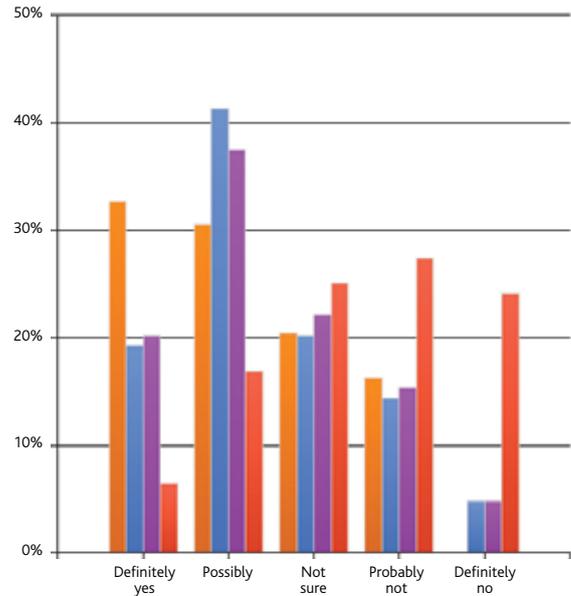
Young people's interest in making their community stronger

To what extent do you think you could play a role in making your community stronger?



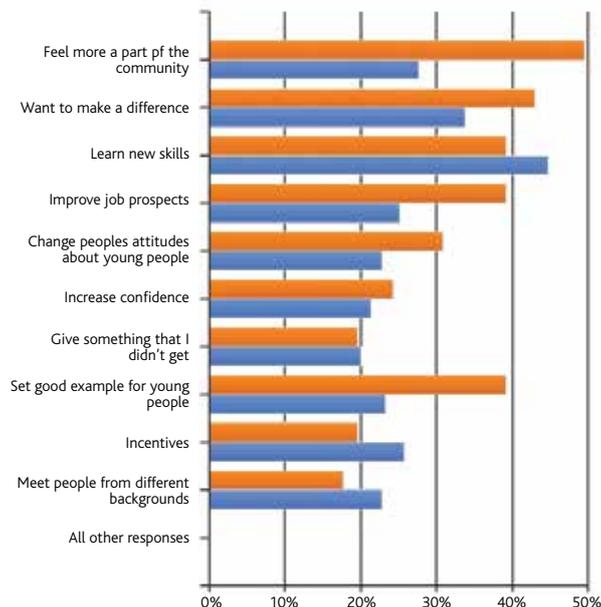
- I am currently volunteering
- I have not volunteered ever, but would like to
- I have volunteered before, and would like to again
- I have not volunteered before, and don't want to

Would you like to be involved in some way in helping to make the community stronger?



- I am currently volunteering
- I have not volunteered ever, but would like to
- I have volunteered before, and would like to again
- I have not volunteered before, and don't want to

What would motivate you to be involved?



- I have not volunteered ever, but would like to
- I have not volunteered before, and don't want to

Whilst one third of young people were unsure what they could do to make the community stronger or were unwilling to get involved, many had creative and appropriate ideas such as 'community get together', 'changing attitudes to education', providing people with 'someone to talk to', helping people younger than themselves, helping older people, or investing in community assets such as environmental projects or playgroups.

When asked what they may need in order to help them contribute to making their community stronger:

- **30% wanted confidence building training**
- **36% wanted to learn about running their own community project**
- **42% wanted conflict resolution or anger management training**
- **33% wanted to learn to be mentors.**

CONCLUSIONS 1

- **Young people desire voice, influence and power but do not always feel that they have access to these. Even where young people are enabled to have voice and influence they are rarely given the opportunity to have real power in organisations and communities.**
- **Public representation of young people does not often present them as an asset and a resource for wider community. This affects young people's views of themselves, and importantly their trust in adults and institutions.**
- **Young people are able to identify the specific skills and capacities they need to develop in order to make a greater contribution to their community.**
- **The majority of young people, even those who were caught up in the riots, have ideas and energy for contributing to their communities but many do not know how, and / or are not provided with the structures and pathways to make that happen.**

What young people need in order to contribute to community resilience

All young people face the challenge of structuring an adult life after leaving school. This is possibly particularly the case for the 43.3% of young people we interviewed who were unemployed. Many of their unique assets and talents are not being used, and their skills are not being developed.

To be successful at negotiating a pathway to adulthood young people require self-esteem and individual resilience, which are necessary for identity development²⁰. Hunch, a report by London Youth, describes what needs to happen in order that 'young people can be cherished and challenged to be the best that they can be'²¹. It covers the importance of how to build self-esteem and resilience through educational attainment and employment, reduction in participation in criminal activity, and building character assets such as empathy and negotiation skills²². Young people's choices are however limited by their assets, resilience, sense of agency, and crucially they are limited by the adults and community around them and the opportunities made available to them or denied them. And as Bourn outlines, differences of gender, class and ethnicity provide young people with dramatically different resources and opportunities with which they develop their adult identities^{23,24}. In addition notions of identity have grown more complex; increased global transportation and communication technologies mean that populations are on the move as never before, and people develop ties to more than one 'home' country. This can be particularly challenging for young people who are at the early stages of working out who they are and what groups they may belong to²⁵.

The Riots Victims and Communities Panel considers building personal resilience as one of six actions most likely to reduce the likelihood of riots happening again²⁶. Resilience can be learnt by individuals, and supported by structures and adults around a young person as outlined by Carlin's work for the Foyer Federation^{27,28}. However, a person's resilience and their ability to make healthy choices is effected by their environment and situation, and these are not constant. The decision to participate in riots is an example of a time when decisions were made by young people that some may now regret, and that, with the right support, might have been different.

20 <http://www.scie.org.uk/publications/tra/literature/section1.asp>

21 London Youth (2011) Hunch: a vision for youth in post austerity Britain. <http://www.londonyouth.org.uk/>

22 London Youth (2011) Hunch: a vision for youth in post austerity Britain. <http://www.londonyouth.org.uk/>

23 Bourn, D. (2008) Young people, identity and living in a global society. Education and Research (7)

24 Cassidy, C. O' Connor, R. Dorrer, N. An investigation of minority ethnic and white young people's experiences of transition to adulthood. 2006. JRF.

25 Bourn, D. (2008) Young people, identity and living in a global society. Education and Research (7)

26 Riots Communities and Victims panel. (2012) After the riots: The final report of the Riots Communities and Victims Panel.

27 Carlin, E. (2010) Supporting Resilience in Young People in Foyers in England. Foyer Federation.

28 Luthar S. et al (2000) <http://www.ncbi.nlm.nih.gov/pmc/articles/PMC1885202/>

The key triggers to youth involvement in the 2011 disturbances have been identified in the literature as "something to do, get back at police, free stuff"²⁹. 50% of criminal acts in the riots were acquisitive in nature^{30,31}. Young people are affected by living in a culture where status is defined by material possessions and the accumulation of possessions³². Social identity and individual confidence (as well as social acceptability) is often gained through wearing popular brand names or certain items of clothing³³. Young people living in areas affected by the riots are living in the main in the poorest areas of the country, aware of their relative poverty in comparison to others³⁴. The impact of recession on the wider communities young people live in is known, and while 'none of this excuses or even explains rioting, it does emphasise the urgent need to tackle these social problems'^{35,36}. Including the gap between the rich and the poor growing wider³⁷, people living beyond their means, high youth unemployment (50% for young black men), high university fees.

'When the riots happened it was like something exciting going on in the area.' a young interviewee

Our interviews with young people and professionals show that they agree on the main challenges facing young people in the five geographical areas of our research that had experienced public disorder; the biggest challenge is access to jobs, with other significant challenges including lack of education and facilities, lack of role models and the attitude of adults. Lack of housing and being a victim of crime were also of concern. A small minority mentioned gangs as a challenge.

Young people often value the availability of 'somewhere to go, something to do, and someone to talk to' to help with these challenges, especially for those young people whose needs are not met by family and friends³⁸. Only 20% of young people interviewed in our research said that they did receive largely or exactly the right support to meet their needs and to help them to contribute to their communities; for the young people we interviewed who were involved in the CJS this figure dropped to 11%.

29 Morrell, G., Scott, S., McNeish, D., Webster, S. (2011) August Riots in England: Understanding the involvement of young people. National Centre for Social Research.

30 Morrell, G., Scott, S., McNeish, D., Webster, S. (2011) August Riots in England: Understanding the involvement of young people. National Centre for Social Research

31 Riots Communities and Victims panel. (2012) After the riots: The final report of the Riots Communities and Victims Panel.

32 Unwin, J. (2011) The riots: what are the lessons from JRF's work in communities?

33 Bourn, D. (2008) Young people, identity and living in a global society. Education and Research (7)

34 LSE/Guardian(2012) Reading the Riots <http://www.guardian.co.uk/uk/series/reading-the-riots>

35 Riots Communities and Victims panel. (2012) After the riots: The final report of the Riots Communities and Victims Panel.

36 Riot from Wrong 2012 Fully Focussed Productions.

37 Smith, M. (2012) Young people and the 2011 'riots' in England- experiences, explanations and implications for youth work. Infed Article.

38 4 Children's Youth Review quoted on p31 London Youth (2011) Hunch: a vision for youth in post austerity Britain. <http://www.londonyouth.org.uk/>

45% of young people we interviewed didn't feel they had the support they needed. This percentage varied from 52% of unemployed respondents and 30% of those in fulltime employment. The kinds of help they need can be broadly described as help to understand who they are and what they want to do with their lives. 49% of them said they had no idea what sort of job they wanted, and for 18 year olds this rose to 59%. A significant majority wanted more help with housing and employment, and individual one to one support such as mentoring, and role models: "someone to help me back on track" and "support in being a human being, not a piece of junk".

- **The top 3 local services that were being used were: shops and businesses 54%, education 53% and health 49%**
- **The lowest local services used were: Youth clubs 20%, employment 25% and cultural 37%**

'It's all about finding out what young people and other youth want. The reason why youth clubs closed down is because no one went. The reason why no one went is because they didn't do the things we want and they still don't. Not that I've heard of anyway.' a young interviewee

While doing this research we heard about many inspiring and effective services that are trying to meet young people's needs. The most commonly used services were mainstream education and health, whilst local businesses were most frequently visited. Between a fifth and quarter of young people interviewed had accessed universal and targeted youth support projects, a similar percentage to the national norm³⁹. Young people interviewed commented on the difficulty of accessing services, both in terms of travel to services and opening times. They also commented on how hard it can be to find out what services exist.

This table shows data known for those arrested during the 2011 riots compared to national average⁴⁰.

	Of those arrested during disturbances	National Average	Difference
Young people with Special Educational Needs	66%	21%	+ 45%
Young people with 5 or more A-C GCSEs	11%	53%	- 42%
Young people persistently absent from school	30%	7%	+ 23%

³⁹ Ofsted youth inspections data. www.infed.org

⁴⁰ Data from Ministry of Justice, for 10 -17 year olds quoted, in Riots Communities and Victims panel. (2012) After the riots: The final report of the Riots Communities and Victims Panel.

The literature also shows that a very significant proportion of those arrested during the riots had prior contact with the CJS and 75% had previous criminal convictions⁴¹.

Young people interviewed by us who had prior contact with CJS were less likely to consider their area and community positively, more likely to distrust people who make decisions (39% in comparison to 24% of those not involved in CJS), and less likely to be in education.

CONCLUSIONS 2

- **Young people have individual needs and challenges to successfully negotiate the transition to adulthood. The main challenges are the lack of employment; access to further education; facilities for young people; and positive role models; and the negative attitudes of adults.**
- **Young people, particularly those who do not have strong family and peer support structures, value the support they get from informal services such as youth organisations.**
- **Many young people reported difficulty in accessing these services naming issues such as their location, opening times, and knowing what services were available locally.**
- **The majority of young people do not feel supported to make a positive contribution to their community**
- **Young people who have special educational needs, who are persistently absent from school, who have had previous contact with the CJS, or who have had previous criminal convictions experience the most difficulties in finding support.**

41 LSE/Guardian(2012) Reading the Riots <http://www.guardian.co.uk/uk/series/reading-the-riots>

Helping young people to contribute to communities

The most frequent comment made by the professionals interviewed by us is that they wanted their services and the help provided to be more available to young people, to be easier to access at a wider variety of times, and in better locations. A significant number wanted to be able to provide more in-depth one to one time for a much larger number of young people. Professionals were also very concerned about those who do not use their services who include young people:

- **with mental health problems**
- **involved with crime**
- **with disabilities**
- **who are lesbian, gay, transgender and bi-sexual**
- **who are NEET**
- **who lack motivation to find services.**

As 48% of NEETS are known to always or often feel depressed⁴², it is of particular importance to seek them out for assistance rather than assume those needing help will find it.

It is important that services work to ensure that those who commit crimes do not do it again⁴³. New evidence shows the startling cost benefit of preventative interventions - failure to prevent a young offender from drifting into persistent and serious offending costs in excess of £2million whilst a well targeted investment of around £7K can prevent this waste⁴⁴.

Young people interviewed commented that there may be some excellent resources available but that they are 'hidden away', i.e. difficult to find and advertised. This correlates with our experience of trying to contact organisations for interviews, a significant majority of websites display out of date contact, staffing and service information. This may be one result of the 'strain of growing demand and underfunding'⁴⁵.

42 http://www.princes-trust.org.uk/about_the_trust/what_we_do/research/youth_index_2013.aspx

43 Riots Communities and Victims panel. (2012) *After the riots: The final report of the Riots Communities and Victims Panel*.

44 Coles, B., Godfrey, C., Keung, A., Parrott, S., Bradshaw, J. (2010) *Estimating the life-time cost of NEET: 16-18 year olds not in Education, Employment or Training*. York University.

45 NEF (2012) *Everyday Insecurity*. <http://www.neweconomics.org/publications/everyday-insecurity>

Professionals remarked that they would like more informal education provision and more involvement from business to help those young people who are not succeeding in the formal education system. The majority of professionals interviewed had not attempted to build relationships with local businesses. Those who had usually had positive experiences with training, job opportunities and involvement resulting. A small number had negative responses from business. In addition professionals noted that they would like to build better relationships with decision makers, police and young people.

Needs of professionals working with young people

Professionals were asked about training needs; the majority sought training in five areas:

- **collaborative working / co-production**
- **impact measurement**
- **community resilience building**
- **building social enterprises**
- **techniques for working with the most challenging young people.**

Some required no training as their needs are already met in house.

Our interviews indicate that four out of five professionals think young people have a 'lot of influence' or 'quite a bit of influence' over the service they receive, and can 'genuinely influence it'⁴⁶; whilst half the young people felt they had no influence at all.

Further work on attitudes to giving young people voice and influence and to power sharing with young people, alongside increased mechanisms for power sharing would be beneficial in services for young people. Youth organisations, volunteers, and politicians may be developing a willingness to share power and work inclusively with communities through the process of co-production, but there is no doubt that a culture shift of some significance is required.

⁴⁶ Young people were commenting on services in general, professionals were commenting on the service they provide -we are unable to say how frequently professionals and young people were commenting on the same services so no direct comparison is possible.

CONCLUSIONS 3

- There is a significant disparity between professionals' perception of the amount of influence young people have over services and young people's perception of the amount of influence they have. Principles of co-design and co-production of services with and for young people may involve a culture shift for service providers.
- Professionals were also concerned about those who do not use their services, which frequently includes young people with mental health problems, young people involved with crime, those with disabilities, lesbian and gay young people, NEET young people, and finally young people without motivation to find services. They recognise that young people who are not accessing services may be the ones in greatest need of support.
- Professionals would like to give more one to one support.
- Services could improve their accessibility by ensuring their target group are aware of the organisation's offer and by keeping contact details and opening hours up to date on their own website, and on other relevant website such as local authority directories.
- Professionals would like to build relationships with local businesses to provide services to young people. The minority who have done so have mostly found this to be a positive experience, but many have not attempted it.

'I really hope Tottenham can change and go forward as a community' a young interviewee

Building the capacity and responsiveness of communities in order to reduce the likelihood and/or severity of public disorder in the future

The underlying principle of our research, to take an asset-based approach, is applied to our consideration of the communities in which young people live, as well as to the young people themselves. An asset-based approach to creating a resilient community includes mapping the resources, skills and talents of individuals and organisations; developing links between all parts of a community and its agencies; revitalising community relationships and mutual support to rediscover collective power; and promoting confidence and capacity to engage with official agencies⁴⁷.

The literature indicates that communities which are resilient, that have social capital and that use the assets of the young people who live in them, are likely to have capacity to reduce the likelihood or severity of future disorder^{48, 49, 50}. Appropriate structures in a community resilient to riots would include, for example, excellent youth and criminal justice services; a range of education provision; volunteering opportunities; employment opportunities; community tensions early warning and monitoring systems⁵¹; the facility to hold community conversations with those in power⁵²; and good relationships in neighbourhoods as well as between residents and institutions such as police⁵³. Clearly there are other requirements beyond this research brief.

Our view is that resilience is both an individual and a societal asset, and can therefore be developed in young people and in their communities. ARCH Newcastle describes resilience by using Hooke's Law to show that individuals and communities are like a spring – elastic to a point, able to take stress and spring back into shape, but after too much stress individuals and communities can go beyond the point of elasticity and reach fracture point. It is this that we seek to avoid by helping to develop resilient individuals and communities who are able to face challenges and cope with crisis^{54, 55, 56}.

47 Foot, J. Hopkins, T. (2010) A Glass Half-Full: how an asset approach can improve community health and well-being. IDEA.

48 Wilding, N. (2011) Exploring Community Resilience. Carnegie UK Trust.

49 Hjemdal, O. (2012) Resilience characteristics.

50 Bacon, N., (2013) Turning strangers into neighbours. RSA Plugging the Gap series.

51 Newcastle City Council / Talk for a Change (2010) Community Tensions Contingency Plan.

52 Talk for a Change (2012) We need to talk about ...can discussing controversial issues strengthen community relations?

53 Talk for a Change (2012) We need to talk about ...can discussing controversial issues strengthen community relations?

54 Broadwood, J. Sugden, N. 2009 Building Cohesive Communities What frontline staff need to know. DCLG.

55 United Nations International Strategy for Disaster Reduction (UNISDR).

56 Wilding, N. (2011) Exploring Community Resilience. Carnegie UK Trust.

Three kinds of social capital can help to build community resilience:

- **Bonding capital** – the close ties between people in similar situations, which build trust, a shared sense of belonging and identity
- **Bridging capital**- the looser ties to similar people, such as friends, neighbours, colleagues, social networks, which builds broader more flexible identities
- **Linking capital** – which helps ensure that people with different levels of status and power meet and learn from one another, and that groups access networks of power and resources beyond their immediate community⁵⁷.

Communities need to develop all three types in order to build resilience.

Building a sense of belonging

The lack of a sense of ownership and belonging to a community has been suggested as one cause of the riots. Successful communities have a high percentage of residents who report a well-developed sense of belonging to their community⁵⁸, where people 'find recognition, comfort and feel at home around others where they live, where they work or where they interact'^{59, 60}. All interviewees in our research were asked 'how positive the area is for young people'. A slight majority of professionals thought their areas more positive than negative, this was in contrast to the 70% of young people who rated their area as slightly more negative than positive.

Some rioters reported having so little stake in their community and society that they had nothing to lose from taking part⁶¹. As communities weaken through reduction in social capital and population churn, any sense of collective responsibility for young people also weakens⁶² and, we suggest, young people's sense of responsibility for the community in which they live reduces too. It is of some concern that the current financial situation may lead to an increase population churn through people making changes to where they live.

57 Wilding, N (2011) Exploring Community Resilience. Carnegie UK Trust.

58 Broadwood, J, Sugden, N. (2009) Building Cohesive Communities, what frontline staff need to know. DCLG.

59 Buonfino, A, Thompson L, (2007) Belonging in Contemporary Britain DCLG.

60 Bourn, D. (2008) Young people, identity and living in a global society. Education and Research (7).

61 LSE/Guardian(2012) Reading the Riots <http://www.guardian.co.uk/uk/series/reading-the-riots>.

62 London Youth (2011) Hunch: a vision for youth in post austerity Britain. <http://www.londonyouth.org.uk/>

Community building and trust

The literature review indicates that one of the challenges for services is 'to develop a basis for commissioning that supports community development and community building' and young people's sense of responsibility. Agency boundaries can get in the way of 'people-centred outcomes and community building'⁶³. Many of the professionals we interviewed provide services that are people-centred, and are building the community, for example the media projects and intergenerational projects which also give young people voice and power. One housing project introduced a new apprenticeship scheme with wrap around mentoring and a new breadth and depth of support and care for apprentices from the most difficult circumstances, to great success⁶⁴. All the projects were providing service in extremely difficult financial circumstances. Professionals describe the biggest challenges they face as lack of long term thinking and planning by commissioners, lack of attention to preventative work, many people not giving young people a second chance and not working with the most challenging young people.

An important aspect of a strong community is trusted institutions⁶⁵. In London particularly, and to an extent in other riot areas there is 'significant evidence of hatred and distrust of police'⁶⁶, with one in three people thinking the police are corrupt, and one in five that they are dishonest⁶⁷. While not suggesting these perceptions are accurate, this is damaging to the police's relationship with communities. Many young people involved in the riots voice concerns about being spoken to with disrespect, feeling humiliated, feeling animosity, towards the police; they are concerned about deaths in police custody of black people in Tottenham, lack of confidence in police complaints system and a sense that the police are above the law⁶⁸. There is an urgent need to improve relations between the police and young people in these localities⁶⁹, whilst in broader society police seem to have a better reputation – 62% of adults think the police are doing a good job⁷⁰.

Other institutions are also not trusted; 28% of young people said that lack of trust in decision makers would stop them playing a role in making the community stronger. Lack of trust is higher in 18 year olds than 24 year olds interviewed.

63 Foot, J. Hopkins, T. (2010) A Glass Half-Full: how an asset approach can improve community health and well-being. IDeA.

64 Midland Heart Housing Association. (2012) Back on Track Interim Evaluation and Back on Track Cost Benefit Analysis. <http://www.back-on-track.me/> <http://www.midlandheart.org.uk/>

65 Broadwood, J. Sugden, N. (2009) Building Cohesive Communities, what frontline staff need to know. DCLG.

66 Riot from Wrong 2012 Fully Focussed Productions.

67 Riots Communities and Victims panel. (2012) After the riots: The final report of the Riots Communities and Victims Panel.

68 Riot from Wrong 2012 Fully Focussed Productions.

69 The Centre for Social Justice (2011) Time to Wake Up: Tackling gangs one year after the riots. A policy paper by the Centre for Social Justice.

70 ONS 29/11/12 Crime statistics from Crime Survey England and Wales 2011/12.

CONCLUSIONS 4

- **Building resilient communities requires capacity building at both an individual and community level. Key elements of building community resilience are: local mapping of existing resources and assets; identifying gaps and opportunities; engaging and mobilising residents, services and institutions to increase social capital; developing effective networks, voice, influence and collective power of communities to improve resilience.**
- **It is important to strengthen young people's sense of belonging and ownership of the areas that they live in.**
- **Professionals report that present commissioning of services does not pay enough attention to building a sense of community resilience locally. There are some services that are taking a broader community focused approach but services are hampered by commissioners not taking a longer term preventative approach to issues.**
- **In some riot affected areas, particularly parts of London, there is a pressing need to develop more trusting relationships between the police in particular and young people. In those areas young people feel disrespected and targeted by the police and have no confidence in police to act fairly, transparently and honestly. Young people also lack trust in wider institutions.**
- **A feeling of powerlessness is not a perception that is just limited to young people, some of the communities that the young people we interviewed came from also feel powerless to influence and affect local decision making.**

Potential barriers to achieving resilient young people and communities

Our final research question was “*What are the barriers to creating effective multi-sector collaboration/ support networks in order to meet the needs of 18-24s, and support them to be community contributors, and to build resilience?*”

A review of recent literature on multi-sector partnerships and collaborations emphasises an urgency for local collaboration in the face of the current government’s deficit reduction programme and cuts to public sector services⁷¹. Getting the design and allocation of service right in an area so that it meets young people’s needs ‘will not happen naturally – it will need to be mapped, planned and commissioned’⁷². Commissioning and funding structures are crucially important, and the best models for this will allow for collaboration^{73,74}. Only time and evaluation will show if these services are able to provide quality service at reduced cost⁷⁵.

Partnership challenges, outlined below, are exacerbated in networks where no single organisation is in control. Networks should begin by recognising the motivations of partners, and the need to build a common vision and to negotiate joint outcomes with ‘something for everyone’⁷⁶. Networks should pay special attention to how smaller and less well-resourced partners can contribute effectively to balance these disparities. The literature queries the wisdom of overindulging in ‘partnerships’, given their demands in terms of time, commitment and trust-building⁷⁷.

Professionals interviewed in our research expressed huge interest in delivering services and supporting young people through better partnerships, co-location, co-production and co-ordination⁷⁸. Some professionals also report requiring training in collaborative working and co-production. However all professionals interviewed were members of many networks and partnerships already, and have found the barriers to service delivery through these networks to be considerable. The barriers include the perception of a lack of collaborative attitude from others, a lack of creative approaches, insufficient resources to maintain relationships and networks, competition for funds, prior negative relationships, and power differentials between organisations of different sizes, different approaches and values.

71 ONS 29/11/12 Crime statistics from Crime Survey England and Wales 2011/12.

72 Rees, J et al Third sector partnerships for service delivery: an evidence review and research project. TSRC paper 60.

73 Foot, J, Hopkins, T. (2010) A Glass Half-Full: how an asset approach can improve community health and well-being. IDeA.

74 London Youth (2011) Hunch: a vision for youth in post austerity Britain. <http://www.londonyouth.org.uk/>

75 Wilding, N. (2011) Exploring Community Resilience. Carnegie UK Trust.

76 Rees, J et al Third sector partnerships for service delivery: an evidence review and research project. TSRC paper 60.

77 Rees, J et al Third sector partnerships for service delivery: an evidence review and research project. TSRC paper 60.

78 Tony Gallagher, Ofsted at Leap Confronting Conflict and NYCVS conference Nov 2012.

Some organisations interviewed are already delivering co-produced services, and some are co-producing with young people, others are merging.

CONCLUSIONS 5

- **The increased pressure on local budgets makes a joined up approach to commissioning and funding services even more urgent, and it requires a pro-active systemic approach.**
- **Partnership approaches can work, but need to pay attention to issues of power, resources and the different agendas and organisational cultures of partners. Building a common vision and the negotiation of joint outcomes is essential.**
- **Although there was willingness amongst the professionals we interviewed for more partnership work, and for co-production of services with young people they reported a number of barriers to successful partnership working.**

Recommendations for particular features required in future programme design

A young person centred and location specific approach to programme design

Programmes will need to be designed to meet both the needs of young people and the local communities within a specific local area. Existing resources, community assets, demographics, and youth provision need to be mapped, identifying opportunities for collaboration and building social capital. This process should include local private and business sectors, and community and residents groups.

A concerted effort must be made to engage with those young people who are not currently engaging with services, in particular the priority groups as identified by the research.

A local multi- sector partnership should be developed, with partners identifying how they might contribute to building community resilience. If necessary partnerships can involve an independent 'honest broker' to facilitate the development of clear partnership agreements, structures for collaboration, and the co-design and co-production of services with young people.

Provision which meets the specific needs identified by young people

Services are in locations frequented by young people, and are open when young people need them.

Emphasis is placed on interventions that are affordable and effective, and where appropriate preventative.

Young people identified as being most in need of help are focussed on; this includes young people failing in the education system, NEETS, those involved in the CJS, and those with mental health problems or disabilities and lesbian and gay young people.

Skills based training courses are provided in confidence building, running community projects, building social enterprises, conflict resolution and/ or anger management, mentoring, running campaigns, using social media, understanding local power structures and civic participation. It may also include the provision of 'somewhere to go and someone to talk to'.

Building young people's capacity

Young people are included and involved in activities which increase their voice, influence, access to power, enabling them to make a positive contribution to their local area, thereby increasing their sense of having a stake in their local area. These could include any or all of the following:

- Volunteering opportunities which encourage young people to develop themselves as role-models, leaders and mentors for other young people
- Apprenticeships negotiated with local businesses, public and voluntary sector service providers
- Targeted recruitment of volunteers within the unemployed and NEET groups and a support package provided, perhaps in collaboration with other local volunteering schemes

- Young people are encouraged to take responsibility for a community asset, e.g. a local hall or building and have an opportunity to make it theirs.

Developing community capacity for resilience

Service commissioners are engaged at an early stage of programme development to ensure that any programmes use the assets of both young people and communities and build the resilience of both

Professionals have training opportunities in community development, community resilience building; collaborative working; co-production; direct work techniques with the most challenging young people; impact measurement

Specific interventions are designed to address contentious issues or concerns identified by young people, and by local communities. For example, to build more trusting relationships between the police and young people; to reduce misrepresentation of young people in the media and increase positive representations

The development of a community tensions monitoring scheme co-delivered with young people is one possibility

Evaluation and impact measurement are built in so that progress and impact can be measured, using both individual and community level indicators of resilience and cohesion.

Appendix

Research with young people

- Interviews were conducted over a 1 month period
- Interviews were conducted between the hours of 5am and 12.30am and on each day of the week
- Interview locations included: on the street, in colleges, fast food restaurants, bars, café's, hairdressers, shops, bus stops, mosques, sports centres, gyms, housing estates, skate park and community centres and the visitor centre of a prison
- The sampling was a mixture of convenience and purposive
- The questionnaires contained a mixture of open and closed questions

Numbers

- Number of individual interviews: 575
- Number of group interviews: 19 with 71 respondents
- Number of Key Informant Interviews/ snapshot focus groups:
 - Theme of services: 14 groups with 19 respondents
 - Theme of training and jobs: 10 groups with 20 respondents
 - Theme of whats working/not working: 14 groups with 39 respondents
- Total number of young people interviewed: 723

Demographics

Individual respondents

- Age range of respondents: 278 (49.7%) were 20 and under, 281 (51.3%) were over 21
 - 56 were under age 18
 - 55 were over 24
 - focus groups and Key Informant Interviews rebalanced age demographic so approx 600 were in the target age range
- Gender: 296 were male (56.23%), 231 were female (43.8%)
- Disability: 13 (2%) answered 'yes' and 33 said "rather not say"
- Ethnicity
 - 25% white British, 9% white other
 - 20% mixed
 - 19% black Caribbean
 - 10% black African
 - 10% Asia
 - 7% other

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Arrival Education

Beyond Youth

Brathay

Brook

Catalyst in Communities

Changemakers

Deep:Black

Diagrama Foundation

Enfield Police

Enfield Youth Services

Foyer Federation

Foyer Federation

High Trees Community Development Trust

IARS

Kaizen Partnership

Khulisa

Leap Confronting Conflict

London Youth

NCVYS

Not in Our Name

One London

Safer London

Street League

Talk for a Change

Tottenham Hotspur Foundation

Trust for London

UK Youth

Working with Men

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www.youtube.com/watch?v=8zRUojlKrn0/

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www.guardian.co.uk/society/2011/sep/07/birmingham-riots-peace-father

Lets talk about it – the impact of the riots on community in Birmingham Part 1 www.youtube.com/watch?v=V6q33Lqlijs&list=UU59g0JJPJ5ldLjhuhw0eKvQ&index=23&feature=plcp/

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