

MEETING:	CABINET
DATE:	15 DECEMBER 2011
TITLE OF REPORT:	THE YOUTH SERVICE REVIEW
PORTFOLIO AREA:	HEALTH & WELLBEING

CLASSIFICATION: Open

Wards Affected

County-wide

Purpose

A review of the Herefordshire Youth Service was commissioned following the budget setting process undertaken in February 2011. The purpose of the review was to:

- identify ways in which the vision for young people's services could be achieved.
- address how youth work could be directed more toward targeted intervention, and ensuring the needs of the most vulnerable are met, utilising youth work skills.
- establish how communities and the voluntary sector could be better engaged in improving universal provision, and making it more locally relevant and available.
- identify how reductions to the current youth service budget could be achieved.

The purpose of this report is for Cabinet to be advised on the current stage of the review and to seek agreement on a preferred model for the future delivery of youth service functions in Herefordshire.

Key Decision

This is a Key Decision because it is likely to be significant in terms of its effect on communities living or working in Herefordshire in an area comprising one or more wards.

It was included in the Forward Plan.

Recommendations

THAT: Cabinet are asked to approve:

(a) The Policy Position set out in below under 'HPS Vision' and in *Appendix 1*

(b) Targeted Youth Support Services for the most vulnerable young people in the county are prioritised for funding and are likely to be delivered in the future both directly by the Council and third sector partners

- (c) **Positive activities for young people, which can be accessed by all will be delivered through a community engagement route, with local areas having access to Council funding on a formula basis according to numbers of young people and the level of deprivation in the locality. This funding to be used in connection with other partnership resources which may be available in the locality.**
- (d) **Outdoor Education services as set out in paragraphs 46-55 to be subject to market testing to determine whether they are commercially viable with no public subsidy.**
- (e) **That a further report incorporating the outcomes of the public consultation is brought to Cabinet in June 2012.**

Key Points Summary

- A review of the Herefordshire Youth Service was commissioned following the budget setting process undertaken in February 2011. The purpose of the review was to:
 - Identify ways in which the vision for young people's services could be achieved.
 - Address how youth work could be directed more toward targeted intervention, and ensuring the needs of the most vulnerable are met, utilising youth work skills.
 - Establish how communities and the voluntary sector could be better engaged in improving universal provision, and making it more locally relevant and available.
 - Identify how reductions to the current youth service budget could be achieved.
- The review was conducted using 8 guiding principles (*Appendix 1*).
- The HPS vision for children & young people is that they grow up healthy, happy and safe with supportive families and carers, and have the best education and opportunities. To achieve this vision young people should have opportunities to be active in their communities, to be engaged in positive activities and to be supported by the community and wider support services when required. Communities should be involved in bringing up young people.
- The youth service currently delivers five service functions:
 - **Youth Involvement**
 - **Student Information Services (SIS).**
 - **Targeted Youth Support (TYS)**
 - **Outdoor Education**
 - **Positive Activities.**
- This report proposes changes to the two aspects of Outdoor Education and Positive Activities, proposes funding considerations for Targeted Youth Support.
- An analysis of Third Sector youth provision and its capacity to take responsibility for delivering more countywide services concludes that this is an area which needs more development. Recent commissioning and procurement processes for youth activities revealed an understandable lack of experience and therefore limited ability to bid for services across the county in third sector organisations. There are great strengths in some areas, with some excellent local services delivered by some third sector organisations which can be built upon.

- There is also a need to consult with parish and town councils and schools over the extent to which they are able to develop their role in relation to positive activities for young people. This should be achieved through further consultation. A further report will be submitted to Cabinet following the consultation; this should be available for the June meeting allowing for 12 weeks consultation, collation of results and report writing and the circulation time of Cabinet reports.

Alternative Options

Positive Activities

Maintaining the current Positive Activities Status Quo

1. This would entail providing current activities from within HPS as currently happens, maintaining current building stock (within the parameters of the corporate asset review) but reducing the budget in line with the required level of reduction.
2. The necessary budget reduction of 20% (£105,874) would result in the structure of the service being unsustainable causing overstretch and reducing quality in current provision.
3. This option is not in accordance with the majority of the guiding principles and is not recommended

Cease all Positive Activities funded by the Youth Service

4. Detailed consideration of this option suggests this cannot be considered to be a 'real' option as it would be contrary to current legislation and could result in action being taken against HPS.
5. This is not a recommended option, although the balance of what is provided by HPS and what is commissioned can alter.

Outdoor Education

Maintaining the status quo

6. This would entail providing current activities from within HPS as currently happens.
7. A 20% efficiency target for 2012/13 would mean an additional £28,836 being found through income generation making the total income target £52,836 for the year (this does not include any marketing of promotional costs). It is not known if this is achievable in the current service format.
8. Further income generation in subsequent year may be difficult without developing the infrastructure for marketing, promotion and bookings. Developing this infrastructure will have cost implications

Cease all Outdoor Education Activity

9. This would entail the closure of the sailing and canoe centre and making 3 staff redundant whilst keeping on the outdoor education advisor, due to the statutory duty performed, and the Duke of Edinburgh's Award officer as a requirement for the Herefordshire licence from the Award Headquarters.
10. Current costs of these two sub functions (DoE & advisor role) are £59,181. Savings would amount to £85k.

11. There is a risk that access to the River Wye at Castle Green and access to Bodenham lake could also be lost if the Local Authority withdrew from using these facilities under the current arrangements.

Reasons for Recommendations

12. The recommendations have been made in line with the guiding principles of the review and in light of the economic and financial context.
13. There is a national and local wish for all young people to fulfill their potential and to play a positive and active role in society.
14. There is a clear emphasis for public services to increasingly target the available resources to those who most need them.
15. There is a national and local wish for increasing engagement of people in making decisions which affect them locally and for people to be increasingly involved in the lives of their communities.
16. Savings have to be made as a result of this review, but this is coupled with an ambition to make the services even better and more relevant to young people of the county.
17. In addition the review acknowledges the value of open access facilities for young people, and demonstrates the listening ear of HPS to the views of young people who consistently emphasise the value and importance they place on having positive things to do.
18. The recommendation of the review on Outdoor Education provides the option for members to give further consideration of valuable assets which could be made commercially viable in the future.

Introduction and Background

19. Herefordshire's youth offer is currently an open access education-based offer, which includes developmental programmes and opportunities to young people in the core age range of 13 to 19. Approximately 25.3% of young people in Herefordshire access the services. The service works with the voluntary sector to offer a wide and varied number of activities and opportunities across the county.
20. The government is looking to local authorities to increasingly target its resources for young people toward the most vulnerable, and Herefordshire's youth offer needs to be revised in line with this. Funding for children and young people's services through national grant has been significantly reduced by the Government. The revised offer in Herefordshire will be that all young people will have the opportunity to attend open access youth activities secured through community engagement and involvement rather than provided by the Council, and that vulnerable young people in need of help and advice will be offered this through targeted youth support activities.
21. The HPS localities strategy is focused on further engaging local communities and the voluntary sector in the delivery of many of its services. Although already involved, there is a need to develop youth work opportunities through models of delivery which will develop this.
22. The reduction in funding has focused attention on developing priorities for youth work and gives the chance to look at new and innovative ways of delivering some provision and working more closely with a range of partners, including community groups and the voluntary sector.

Key Considerations

23. Drivers

24. National policies such as the Localism Bill, Modernising Commissioning White Paper and Building a Stronger Civil Society Strategy all indicate the necessity of modernising approaches in order to develop the influence of communities and strengthen the Voluntary Sector through support and commissioning arrangements. There is a national drive to focus public funding on ensuring the needs of the most vulnerable are met.
25. HPS is committed to supporting all children & young people, with a specific focus on the most vulnerable. There is a policy commitment to ensuring communities and the voluntary sector are even more engaged in delivering services, and making them more locally relevant and available. The youth review focuses on a stronger commissioning role and has regard to the options for cultural services, Corporate Asset Strategy and the rationalisation of assets, Herefordshire voluntary sector infrastructure project and Strategic Commissioning.
26. The development of options for cultural service arrangements, Corporate Asset Strategy and the 2011 Community Charter have a direct impact on the arrangements for the delivery of youth work opportunities in the future, Potential changes to youth centres does mean that the preferred mode of delivery needs to be flexible to cope with the possible changes.

Financial

27. A summary of the 2011/12 budget for the youth service is attached as **Appendix 2**. In 2010/11 the youth budget was £1,038k. The reorganisation within Children's Services 2010/11 resulted in savings from the youth budget of 81k being achieved in 2011/12, largely from reducing both management and front line staffing costs.
28. The budget for 2011/12 is £957k. This review has been tasked to identify how a further £191k savings could be achieved. The recommendations made illustrate a reduction of £188k, a further £3k needs to be found to make the full 20% reduction as illustrated in **Appendix 2**
29. The policy principles and direction enable the Council clarify its expectations for youth work, whatever the size of the total budget.

Current Provision and Proposals.

Targeted Youth Support (TYS)

30. This is a statutory responsibility developed to support vulnerable young people and those at risk, to address their additional needs as soon as possible and prevent problems from escalating by adopting an early intervention approach.
31. TYS does not have a separate budget in the current year, but is delivered through staff paid for within an overall budget covering TYS and positive activities functions. The total budget for these two areas is £529k.
32. Currently there are two approaches to TYS - the first is through a traded service with schools for work with identified groups at risk of school exclusion or not engaging in education for example. The second is through locality working and the multi agency groups, which identifies individuals and their families and uses targeted approaches to meet needs.
33. This is a developing area of work and in 2010/11 541 young people were supported. A formal specification is being developed in line with Government guidance; the work will also identify a

specific budget for the function.

34. Delivered by locality teams, young people who with a range of issues including not being in education, employment or training, pregnancy or at risk of getting pregnant, using drugs or alcohol, involved in crime, not attending school, and more recently homeless young people are supported.
35. The area of targeted youth support (TYS) is set to develop over the next year in the light of the Government decision to cease the Connexions service and allocate the duty to provide careers guidance to schools. In 2012/13 HPS will not be required to provide a Connexions Information, Advice and Guidance service. However, Local Authorities will be held to account on their duty to keep track of young people's participation and to make available services to encourage, enable or assist young people to participate in education or training. The Local Authority also has the duty to ensure the Raising of Participation Age is achieved in Herefordshire in line with national timescales.
36. It is recommended that a sum of approximately £400k is made available for this vital area. The new YYS approach will involve staff in casework with individual young people and their families
37. Research undertaken by the Audit Commission shows that early prevention through low-cost interventions can bring large savings. £4,000 of short-term support to a teenage mother can be repaid twenty times over through net lifetime tax contributions. The same successful intervention can reduce public service costs by nearly £200,000 over a lifetime. (Source: Against the Odds; Audit Commission 2010)
38. Once the specification is developed there will need to be a consideration of which organisation is best suited to provide which aspects of the specification, in accordance with Guiding Principle 5. Therefore no further proposals are made relating to this area of business other than agreeing that funding appropriate to the specification should be prioritised.

Outdoor Education

39. This is mainly delivered from the canoe centre at Castle Green and the sailing centre at Bodenham. It also includes activities such as mountain biking, orienteering and team building exercises. This function also delivers the statutory responsibilities for the Authority relating to off-site activities
40. This team is the licence holder for the Duke of Edinburgh's Award on behalf of Herefordshire Public Services; the role includes the promotion of the Award and the provision of training and support for schools and other organisation wishing to operate the Award.
41. Traditionally these services have been provided free of charge but since April 2011 this function is developing a traded approach with many of the activities now being paid for by schools and other organisations.
42. The budget for this area of work is £144k with income generation providing a further £24,000. In 2010/11, 1,211 young people (30.5% of the youth service total contacts) took part in these outdoor education activities, including 463 accessing it through their involvement in the Duke of Edinburgh's Award.
43. In 2010/11 4 colleges, 17 schools and 14 youth organisations took part in outdoor education sessions at Bodenham lake or the canoe centre at an average per person cost of £3.13p per hour.
44. The Outdoor Education (OE) Adviser and Duke of Edinburgh (DoE) Award functions need to

continue in the future. The OE Adviser role fulfils a statutory health and safety function for educational visits and the DoE officer holds the licence to operate the Award on behalf of the County and is an essential role within the scheme. Current costs for these two sub functions are £59k. It is proposed these functions are retained, with further consideration given to the most appropriate management arrangement. These roles can be held in house or could be part of a commissioned service from a 3rd Sector provider or through the arrangements for cultural services. The future budget requirement to maintain these functions is £59k.

45. The sailing centre and canoe centre may be considered 'jewels in the crown' but there is a recognition that the provision cannot continue to operate in the current way given the cost and the reality that these are not essential services. The budget for these activities is £85k.
46. In the past year the team have increased their income generation activities and are expected to exceed this year's target of £24,000.
47. Further work and marketing testing is required to see how far this income generation target can be increased and whether or not the provision can become commercially viable. In light of the financial context, the non essential nature of these services and the availability of provision elsewhere which is already used by young people in Herefordshire, it is recommended that market testing be conducted to establish whether the centres are commercially viable with no public subsidy.

Positive Activities

48. Positive activities are primarily the recognisable arm of youth services – open access youth clubs and youth activities in the community. Having positive things to do and places to go with friends, where they can access the positive steer from supportive adults is the main benefit to young people from this function. The overall cost of this function along with the Targeted Youth Support as noted above is £529k. The service uses community based buildings as youth centres in Ross-on-Wye, Leominster and Ledbury; school based buildings are used in Kington, and Bromyard. There are arrangements with 3rd sector partners in Hereford City and South Wye (Hinton) for HPS staff to deliver youth work in their premises. Any future building arrangements need to fit within the parameters of this review and to fit in with Guiding Principle 10.
49. From the community perspective it is important that young people are gainfully occupied and in the Place Surveys of 2003, 2006 and 2008 improving activities for teenagers was in the top five aspects that residents felt should be improved in Herefordshire.
50. Of the five delivery functions of the youth service this function reaches the largest number of young people. Over half of the total contacts with the youth service in 2010/11 were with youth centre activities involving 2,058 young people. This is the main route by which the universal role of youth work to help young people develop their social and personal skills is delivered
51. A community facilitation approach to delivering open access Positive Activities is recommended. Rather than HPS directly providing youth clubs and community based activities as they do now, delivered by community youth workers directly employed by HPS, community involvement workers would work to engage the local community in deciding what is needed and ensuring this is delivered. This approach would replace the current arrangements for community youth services previously described and would consist of a community involvement worker with a budget to spend on youth activities. This approach could be delivered through the cultural trust arrangements which are in development, or through Parish Councils or through the third sector. Further work will be needed to determine the best way forward, but members are being asked to agree the overall approach. There is an expectation that whichever approach is taken that this approach would fully engage with Parish and Town Councils,

contributing towards the development of community resilience and in accordance with the shared Community Working Charter 2011.

52. The suggested amount for the delivery of open access facilities is 200k – but this amount may increase or decrease in line with other decisions made as part of this review and as part of Council Budget setting. Again, it is the overall principle members are being asked to agree, that funds should be made available to enable community engagement work to be resourced and some funding to be made available to each locality to commission youth services using a resource allocation tool to determine the levels of funding fairly.

Community Impact

53. An approach to delivery that seeks to provide services in the areas with the greatest need will see a commensurate decrease in Council funding activities in those areas deemed as having less need. A move to a community facilitation model, encouraging the engagement of people in their local areas in decision making – including young people, and the potential volunteering of adults and older young people in service delivery, will be a significant contribution to localism and the development of services as communities require them.
54. Community groups and 3rd Sector groups will be interested in the commissioning approach to be used. In consultation with groups such as Close House, Young Farmers, CLD and HYCVS all have declared an interest in being part of a commissioning approach for the delivery of youth work functions.
55. Surveys of Council tax payers usually identify the provision of places and activities for teenagers to be in the top quartile of preferred services on which to spend council tax.
56. Using a model which will enable the allocation of funding on a needs based model will increase transparency, and will allow services to be developed on a variable scale according to the needs of local communities.
57. An initial Equality Impact Needs Assessment (EINA) has identified the need for further consultation and engagement. The EINA will be updated as the consultation process progresses.

Financial Implications

58. A budget breakdown is available in Appendix 2. The proposals allow for the delivery of all the necessary services within a budget which has been reduced by 20%. This paper sets out a direction of travel and amounts available for elements of service to be delivered will need to be agreed through this process. 29 staff (21.3fte) would be affected by these proposals.

Legal Implications

59. The policy must comply with the council's duties under the Education and Skills Act 2008 and under S507(b) of the Education Act 1996 as noted below.
60. Section 507B of the Education Act 1996 requires that every local authority in England must, 'so far as reasonably practicable, secure for qualifying young persons in the authority's area access to:
 - a) Sufficient educational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities; and
 - b) Sufficient recreational leisure-time activities which are for the improvement of their well-

being, and sufficient facilities for such activities.

61. This duty is clarified and expanded by 'Statutory Guidance on S 507(b) of the Education Act 1996: March 2008' In general terms it is for the local authority to determine what would amount to reasonable provision of sufficient activities but the judgment of what is 'sufficient' should be by reference to the needs of young people in the area. It follows then that only if all such need in Herefordshire was met in some other way would this option be lawful.

Risk Management

62. Risks arising under legal implications are entered into the CYP Risk Register at line 010 - Failure to provide adequate and sufficient educational positive activities for young people in their leisure time and line 011 - Failure to provide a Targeted Youth Support Service for vulnerable young people referred by schools and the new all age careers service. These proposals will mitigate these risks.
63. The financial risks are that the timeline will not be met and the necessary efficiencies not realised. The control factors are that the project is part of the Rising to the Challenge programme projects, giving additional support for processes that enable the timeline to be kept and regular oversight of the business principles.
64. Reluctance to adopt the community facilitation approach recommended will result in services either remaining in house or ceasing altogether. Remaining in house has implications for the level of efficiencies to be achieved. Ceasing services runs the risk of the Local Authority being challenged on the sufficiency of positive activities provided or the targeted youth support provision. This is mitigated by the continuation of other functions which is far wider than the Youth Service provision (for example, cease outdoor education but continue with a model for positive activities across the County)

Consultees

65. Initial consultation to establish the current situation and possible options has been undertaken with the following groups and individuals:
66. 3rd Sector Organisations: HCVYS, Herefordshire Volunteering Association, Herefordshire Young Farmers, Close House
67. The views of the 3rd sector organisation were generally that they would want to be part of a collaborative approach to identify solutions to the delivery of youth work functions across Herefordshire. There was recognition that a 'one size fits all' approach was not the answer and that each organisation had areas of strength to build upon. It was also recognised that some organisations did not have the economies of scale to enter into large commissioning exercises and that the transfer of staff under any TUPE arrangements would be problem for most of these organisations.
68. HPS: relevant officers within People and Places Directorates..
69. HPS Consultees recognised the need and desire to move to commissioning arrangements for most functions but there were queries over aspects of targeted youth support and youth involvement in the future due to the legislative background and the work with vulnerable young people.
70. Further widespread consultation will be undertaken across the County with young people, parents and carers, community groups and third sector organisations from early January 2012 for a period of twelve weeks in order to consider the issues and proposals set out in this paper.

A further report will be submitted to Cabinet following the consultation; this should be available for the June meeting allowing for 12 weeks consultation, collation of results and report writing and the circulation time of Cabinet reports.

Appendices

Appendix 1: Review Vision & Guiding Principles

Appendix 2: Youth Service Budgets

Background Papers

1. **'Youth Work in Herefordshire: A review of the current youth work provision in Herefordshire with an options analysis for future delivery'** (and 7 Appendices)

Review Report: http://hc-sp/DocumentLibrary/ChildrenYoungPeople/Documents/Youth_Review/Review_Report_for_Youth_Work_in_Herefordshire.doc

Appendix 1: Financial Summary http://hc-sp/DocumentLibrary/ChildrenYoungPeople/Documents/Youth_Review/Youth_Review_Appendix_1_Financial_summary.doc

Appendix 2: Capital Asset Summary: http://hc-sp/DocumentLibrary/ChildrenYoungPeople/Documents/Youth_Review/Youth_Review_Appendix_2_Work_Capital_Asset_Summary.doc

Appendix 3: Positive Activities by Area:http://hc-sp/DocumentLibrary/ChildrenYoungPeople/Documents/Youth_Review/Youth_Review_Appendix_3_Positive_Activities_by_area.doc

Appendix 4: NYA Audit Report:http://hc-sp/DocumentLibrary/ChildrenYoungPeople/Documents/Youth_Review/Youth_Review_Appendix_4_NYA_Audit_Report_2008.doc

Appendix 5: Performance:http://hc-sp/DocumentLibrary/ChildrenYoungPeople/Documents/Youth_Review/Youth_Review_Appendix_5_Performance_against_KPI.doc

Appendix 6: Targeted Youth Support case Studies:http://hc-sp/DocumentLibrary/ChildrenYoungPeople/Documents/Youth_Review/Youth_Review_Appendix_6_Targeted_Youth_Support_Case_Studies.doc

Appendix 7: Options Appraisal:http://hc-sp/DocumentLibrary/ChildrenYoungPeople/Documents/Youth_Review/Youth_Review_Appendix_7_Options_Appraisal.doc

2. **A Narrative for Youth Work Today** - Tim Loughton MP has commissioned a number of leaders in the youth sector to write a discussion paper on the role of youth work.;

<http://media.education.gov.uk/assets/files/pdf/a/an%20education%20for%20the%2021st%20century.pdf>

3. **Positive for Youth** - The Government is developing a new cross-Government policy statement on services for young people, to be published in the autumn. This paper provides an overview of current research and analysis that underpins DfE policy development for young people and out-of-school services.

<http://media.education.gov.uk/assets/files/doc/p/services%20for%20young%20people%20->

[%20the%20evidence.doc](#)

4. **Young People Today:** – provides an overview of statistics concerning young people’s lives. This paper reviews the numbers and types of young people who might need support, the reasons for investing during the teenage years and the costs of not doing so. It also looks at the skills and experiences young people need to progress to adulthood and the role services, and the youth sector workforce, can play in developing these.

<http://media.education.gov.uk/assets/files/doc/y/young%20people%20today%20statistics%20on%20young%20peoples%20lives.doc>

5. **Services for young people** - On 23 June 2011 the House of Commons Education Committee published their Third Report of this Session, “Services for young people”. The Government sent a response on 12 September.

The Committee welcomed the Government’s response to the Report; however, they have further issues to raise with government and they are contained in the attached report

<http://www.publications.parliament.uk/pa/cm201012/cmselect/cmeduc/1501/1501.pdf>