

# PEOPLE (CHILDREN) SCRUTINY PANEL

11 September 2014

## RUTLAND COUNTY COUNCIL YOUTH SERVICE

### Report of the Interim Director for People

STRATEGIC AIM:	<b>Meeting the health and well being needs of our community Creating a Brighter Future For All</b>
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#### 1. PURPOSE OF THE REPORT

1.1 The purpose of the report is to provide an update as requested for the Children's Scrutiny panel for noting following the completion of the review of the Youth Service.

#### 2. RECOMMENDATIONS

**2.1 That Scrutiny notes the contents of the report and directs any comments to the Director for People and /or the Portfolio Holder for Children.**

#### 3. BACKGROUND INFORMATION

3.1 The 'Youth Service' is located within the 'Early Intervention 11 – 19' Team and supports the Council's statutory duty to secure, so far as reasonably practicable, access to educational and recreational activities (also referred to as positive leisure time activities) for the improvement of young people's well-being and sufficient facilities for such activities with a particular focus on personal and social development. (Section 507B Education Act 1996 introduced through section 6 of the Education and Inspections Act 2006)

A qualified young person is defined as those aged 13-19, and up to 24 for young people with a learning difficulty.

3.2 Key themes within the policy include promoting youth voice, helping young people succeed and supporting vulnerable young people (early help) which provide the foundations on which the service operates.

Failure by a local authority to fulfil their statutory duties under section 507B (including their duty under section 507B(12) to have regard to this guidance) could result in intervention by the Secretary of State under sections 496, 497 or 497A of the Education Act 1996.

3.3 The youth service has reduced its universal service offer over the last few years, achieving savings of over £240,000. It now provides services predominantly to the most vulnerable young people within Rutland. By providing intervention and support to those in need early we aim to ensure positive personal and social development. As a result the service helps to prevent the escalation of need, underpins our early help offer and assists with the application of our 'Families First' model, and the potential to avoid young people accessing more intensive and costly statutory services in the future, including social care.

3.4 The Youth Service budget for 2014-15 is pro retain relation to the other service areas within the 11 – 19 Early Intervention Team as follows in the table below:

Cost	Amount
Youth Service Staffing	£142,899
Project Costs for youth services	£21,100
Accommodation Costs	£10,800
<b>Total Annual</b>	<b>£174,799</b>

3.5 As a result of the reduction of universal provision, there will be a recurring staffing saving from 2015-16 of £16k.

#### 4. REVIEW OF THE YOUTH SERVICE

##### 4.1 Timeline

- a) Cabinet Report 5/2013 dated 8<sup>th</sup> January 2013 – Appendix 9 stated potential savings to be achieved through a review of the youth service to improve efficiency.
- b) Senior Management Team (SMT)/Cabinet meeting at Oakham Enterprise Park on the 29<sup>th</sup> Oct 13, 2013 – 2014 savings discussed. In the pack given to elected members and SMT, there was a steer provided for work to be undertaken in 2014-15 that would achieve recurring savings from 2015-16. The review of the Youth Service was one of those areas highlighted.
- c) This was also referred to in the “Baselines” completed as part of the People Directorate Review in January 14.
- d) The review has also been referenced in the weekly portfolio holder briefings and through verbal discussion at the Directorate Management Team (DMT).
- e) A formal paper went to the People’s Directorate Management Team on the 19<sup>th</sup> June, 14 with the review of the youth service and new structure approved. It was agreed that it did not need to proceed further through the democratic process through SMT.

4.2 Although this piece of work started in October 13<sup>th</sup>, 2013 due to the need to urgently review efficiency and outcome levels, it has been incorporated as part of the ‘People First’ review currently underway which is reviewing the whole of the people directorate. In addition there were a number of drivers at that time for carrying out a review of the service, these included:

- a) Financial: The authority as a whole is required to reduce costs and revisit the services that are offered in Rutland. As a result there was a focus to reduce the universal provision on offer and become more focussed on intensive support targeting the most vulnerable young people. Whilst financial savings are important, these were not the main drivers for the review of the service.
- b) Staff Contracted Hours & Vacancies: Current universal youth provision necessitates a large number of staff in order to be able to adequately staff and run the existing club based provision offered across Rutland. This meant the service has employed a number of staff on small hour contracts. Whilst this enabled the service to provide club provision across the week it led to a high turnover of staff. Many of the vacancies were as a result of staff finding full time work or hours that better suit their personal circumstances. Ultimately small hour contracts have been difficult to manage which has led to an impact on the quality of service provided with last minute closures.
- c) Move to targeted Provision: Targeted provision by its nature will require staff posts to increase in hours so that targeted interventions and their associated processes can be

provided effectively. Staff members on low weekly working hours have historically been set to work on certain days in order to staff youth club provision throughout the week. This has been necessary in order to provide a stable contract for staff to want the role and make it appealing.

- d) **Volume:** In assessing provision, an analysis of data comparing attendance across each project was completed to determine best value. In addition, other provision in place within that area, impact of the provision and the geographical location was also considered.

4.3 Following a number of planning sessions involving staff and young people, the role of the youth service and the responsibilities within have been revised setting out the current responsibilities to sit under the two Senior Youth and Community Development Officers and the associated staffing.

At this point there is no plan to review the management structure as the introduction of the Youth Housing Project has increased responsibilities within the team in addition to potential services moving into the team as part of the People Directorate Review. The main items to note are:

- a) Proposal to maintain the two Senior Youth & Community Development Officer Roles to manage a bigger service area.
- b) Condense the number of existing youth support worker positions down from 11 to 6.
- c) The five new (equating to 2.4 FTE) Youth Housing Support worker posts is in addition to the youth service staffing structure and will be funded through income generation for the project (Housing Benefit and Social Care).
- d) This proposal will reduce existing Youth Support Worker hours by 35.3 hours per week which are all vacant due to not recruiting to vacancies during the review of the People Directorate therefore it has resulted in no staffing redundancies.
- e) The youth clubs marked in red in the table below are the projects that were proposed and approved for closure once the new staffing structure is in place. Some of these projects have closed already due to carrying vacancies that the service has not recruited to.

Youth Clubs	Average Age Range	Highest Attendance	Lowest Attendance	Average Attendance
Whissendine	11 - 14	14	3	7
Ketton	13 – 15	21	9	14
Uppingham	14 – 16	11	7	10
Jules Oakham	12 – 18	42	18	25
Gems Oakham	16 – 19	40	14	23
Juniors Oakham	11 – 14	17	6	12
St George's Barracks	13 – 15	14	6	10
Kendrew Barracks	14 – 16	23	8	16

- f) The average age of young people attending youth clubs is 14 -15. All youth projects are open for young people aged 11 – 19. However where there are significant older members at peak times, staff have often split the delivery to ensure the sessions being run are age appropriate with a retained focus to integrate younger members into provision.
- g) Full consultation with staff, human resources and trade unions resulted in the new structure being approved which took effect from the 1<sup>st</sup> September, 2014.
- a) In considering the review of the youth service, informal discussions have taken place with some parish councils regarding exploring the feasibility of volunteers from the community continuing the provision in those areas. To date the response has been that this would not be viable due to the commitment required and the necessary standards that would need to be in place, DBS (Police Checks) and evidence of safeguarding

competency requirements. However further work will be undertaken to ascertain the need and provide support.

- b) As part of the proposal to reduce the universal provision, the savings achieved (£16k) could be used to assess the viability of our local voluntary sector and community to develop localised and sustainable youth provision. This could be as a one off seeded grant or continuation funding for a limited period.

## 5. ADDITIONAL YOUTH PROVISION

5.1 In addition to the youth clubs above, the youth service provides targeted youth support to those young people identified as vulnerable and most in need (refer to table below for annual figures). This criteria includes young people who are:

- a) NEET (not in employment, education or training)
- b) Teenage Parents
- c) Offenders
- d) Disabled
- e) Looked after/Care Leaver
- f) Young Carers
- g) Young people who have less than 2 unmet needs not requiring a pre social care CAF (Common Assessment Framework) assessment and support. An unmet need could be bullying, self harm, risky taking behaviour, substance misuse etc.

Targeted Projects	Average Age Range	Highest Attendance	Lowest Attendance	Average Attendance
Youth Chaos – Disabled Young People	11- 23	19	10	12
TOFU – Young Carers	11 - 17	10	5	8
SUSO – Children in Care Council (Statutory -There are only 11 young people in this age range)	11 – 16	6	2	4
Mentoring	11 - 16	33	n/a	n/a
Working with young people with less than 2 unmet needs	13 – 19	82	n/a	n/a
Working with yp where they are open to CAF or Social Care	14 - 17	18		n/a
Young Inspectors	13 – 18	13	7	9
Rutland Youth Council	11 – 19	30	18	26

5.2 The Council's Youth Service also owns a 7.5 tonne mobile unit which is used for targeting hotspot areas to deliver short term provision, promotional work at events and national and local campaigns. There has been limited use of this provision this year due to capacity, however there are plans to increase outreach work in the community with youth workers undertaking detached work.

5.3 The Youth Service has a robust performance framework in place to track the progress of the service and help determine if the service is performing well. The service follows best value practice indicators, aligning to the indicators set out by government in relation to the outcomes young people should achieve through participation with youth services. These outcomes underpin and drive the youth service curriculum and activity and are recorded on an integrated youth support services data system. These include;

- a) Increasing the number of contacts with young people to ensure access to services.
- b) To increase the numbers of young people participating (formal engagement and participation).
- c) Recorded Outcomes – Soft outcomes demonstrating progress in qualitative areas such as self-confidence, knowledge, behaviour etc.
- d) Accredited Outcomes – Hard outcomes demonstrating knowledge gained and work produced to achieve a formal national recognised award.
- e) Rickter Scale Assessments – quantifies the distance travelled in key qualitative areas for young people following engagement with the service.

5.4 By delivering a youth work curriculum covering formal and informal learning opportunities, the outcomes achieved in 2013-14 by the youth service were as follows:

- a) Engagement of Young People: The service engaged 800 young people into positive services that year. This is over 20% of the eligible young people cohort across Rutland, demonstrating the effectiveness and demand for the service.
- b) Recorded Outcomes: The service supported 400 young people to achieve a recorded outcome which equated to 1 in 10 of all young people in the cohort across Rutland.
- c) Accredited Learning: The service supported 300 young people to achieve accredited learning outcomes.

5.5 Although the service is not regulated in isolation, it is subject to scrutiny through other regulated services such as Ofsted in relation to the early help offer as part of social care processes.

5.6 The council's Youth Service charges fully for all provision that takes place within the PAYP programme (Positive Activities for Young People) which takes place in the school holidays (one activity per week of the school holidays). If there are recreational trips planned a part of youth club provision, this is also payable eg Alton Towers.

No other charges are applied for current provision although an estimated calculation of 20 young people attending 3 youth clubs per week paying £1 per session would determine an annual income of £2,880. This does not include the resource required to set up and administer such a process and we would need to review the offer to justify such a charge. If there is a view to introduce a charge for youth club provision, this would be subject to consultation with young people and comparison with other local authority youth club provision.

Leicestershire County Council charge a 'subs' fee of 30p per session that contributes to a 'tuck shop' but we do not have those in our projects.

5.7 A desktop exercise has been completed to ascertain generic provision for young people across the county by referring to previous council audit reports on open space and sports provision (Sport Structures Report 2013) and reviewing the two council websites: [www.raw4youth.com](http://www.raw4youth.com) and [www.fis.co.uk](http://www.fis.co.uk). Extensive work would be needed if further information is required. Please note the information provided below may not be reliable due to data not be resurveyed since 2009 and the information being reliant on the provider to ensure the details are up to date.

5.8 Information from the websites collated can be broken down as follows:

Provision Category			Age range			Cluster Area			Fee payable	
Sports	Arts	Generic	11 – 19	11 – 25	Other	Oakham	Uppingham	Casterton	Yes	No
34	4	11	30	44		38	25	26	37	7

5.9 The 2009 Sports Structures report identified the following:

*There are a range of indoor facilities in Rutland (91 facilities on 64 sites) which are owned by town and parish councils, voluntary, charitable, commercial and private bodies. These vary from village halls to high specification sports centres. Although there are a significant number of facilities there is not a surplus of provision. All facilities appear to be actively used by school pupils, private members, voluntary clubs or the general public. The main indoor facilities in the county (4 court sports halls and swimming pools) are on education sites or MOD sites. There are currently 100 outdoor sport facilities on 62 sites across the county. (Rutland County Council Review of Indoor Sport and Recreation Facilities in Rutland, 2013 - page 4)*

## 6. CONCLUSION

6.1 The proposal to complete the review has been supported by the Senior Management Team as part of the work undertaken through the baselines completed for the People Directorate Review. The new structure has been implemented smoothly with no redundancies due to staffing vacancies that have not been recruited to.

6.2 The new model will enable the youth service to become more targeted providing support to those that most need it whilst retaining a limited universal offer across the county.

6.3 There will be a focus on working with the local community and voluntary sector to set up and establish ongoing provision for young people within their local communities.

## 7. RISK MANAGEMENT

RISK	IMPACT	COMMENTS
Time	L	The review was completed in a timely way with minimal disruption.
Viability	L	The review has been well considered taking into account the need to become a more targeted service providing quality interventions.
Finance	L	The savings achieved as a result of this review will be approx £45,000, however £29,000 was utilised for the Youth Housing Project Co-ordinator post resulting in an actual recurring saving of £16k.
Profile	H	This area of service has a high profile due to the People First review and recent media communications regarding the closure of provision.
Equality and Diversity	L	Decisions made about provision were based on having regard to the Equality Act 2010, impact and effectiveness, geographical location, numbers attending and the residence of young people most in need.

### Background Papers

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A Large Print or Braille Version of this Report is available upon request – Contact 01572 722577.