

## PEOPLE (CHILDREN) SCRUTINY PANEL

19 November 2015

### Youth Services Review

Report of the Director for People

|                                |   |  |
|--------------------------------|---|--|
| Strategic Aim:                 | Creating a Brighter Future for All                        |  |
| Exempt Information             | No  |  |
| Cabinet Member(s) Responsible: | Mr R Foster   |  |
| Contact Officer(s):            | Bernadette Caffrey, Head of Service<br>Early Intervention | 01572 720943<br>BCaffrey@rutland .gov.uk |
| Ward Councillors               | Not applicable  |  |

#### DECISION RECOMMENDATIONS

That the Panel:

1. Note the content of the Youth Services Review Report; and
2. Considers and comments on the options for future action in the proposals for a revised youth service function and structure as detailed in section 3 of this report.

#### 1 PURPOSE OF THE REPORT

- 1.1 To provide members of the Scrutiny Panel with information on the current context within which the Council's Youth Services deliver provision for young people; to set out a proposal for a revised youth service function and structure; and present a number of options and considerations for future action.

#### 2 BACKGROUND AND MAIN CONSIDERATIONS

- 2.1 Services for young people are an integral part of Rutland's Early Help Strategy, 2015 and a priority in the Children, Young People and Families Plan, 2012 - 2015 that will support young people through adolescence and their transition into adulthood. The key aims of youth provision are to:
  - 2.1.1 Ensure young people are supported to function as responsible citizens in their community, to achieve their full potential in education and to utilise positive activities and individual support that improves their well-being and personal and

social development.

2.1.2 Provide young people with opportunities to participate and to engage in local decision making through effective 'youth voice' mechanisms.

2.1.3 Respond to emerging local and national issues that are evidencing impact on young people's health and personal safety, for example mental health and child sexual exploitation.

## 2.2 Purpose of the Review

2.2.1 The intended outcome of the review is to test that the youth offer meets a number of key priorities for the Council – 'creating a safer and brighter future for young people'; that it is aligned to the structure within the People First review and that it delivers an efficient and responsive service for children and their families in Rutland, especially our most vulnerable.

2.2.2 The review sets out key outcomes of a provision for young people, that are being delivered now by the youth service and that could be delivered in the future. Members of Scrutiny Panel will wish to consider:

- A universal and accessible youth offer that is supported in its delivery by key partners, such as education, police and local community and faith groups so that it is efficient and makes best use of local resources.
- Integrated targeted interventions for young people between 11 and up to 25 years, which deliver measurable outcomes for the most vulnerable young people.
- Enhanced integration with social care and education which helps to ensure that children and young people in our system or leaving our care system are safe, have advocacy support, and have a voice in shaping services to meet their needs.

## 2.3 The Council's legal duty in respect of provision for young people

2.3.1 The Youth Service is shaped by Section 507B of the Education Act 1996 which requires Local Authorities to secure 'so far as reasonably practical' sufficient educational and recreational leisure-time activities for young people 13-19 and up to 25 years (with a learning difficulty).

2.3.2 The service supports the delivery of key statutory functions required of the Local Authority under the Education Act 1996 and Education and Skills Act 2008 relating to securing sufficient suitable education and training provision for all young people aged 16 to 19 years and for those up to 25 years with a Learner Disability Assessment (LDA) or Education, Health and Care (EHC) plan

2.3.3 The Youth Service in itself is not a statutory function and the law did not intend Local Authorities to be the sole provider of such services. Therefore the levels and the breadth of youth provision across the country vary and, locally, many areas, including Leicestershire, have reduced their Youth Service provision significantly.

### Current Youth Service functions in Rutland County Council

2.3.4 The Youth Service has 2 functional areas - Youth Service provision and the Youth Options service and each has its own dedicated team of staff;

2.3.5 Youth Service Provision:

This service provides for young people aged 11 to 19, and up to 25 years, (for young people with a learning difficulty), educational and recreational activities aimed at improving their well-being with a particular focus on personal and social development. The service also includes physical and human resources to support a youth housing project, which will be referred to in more detail later in this report.

Key activity within this functional area includes:

- Supporting young people to participate and engage in the design, review and evaluation of services including the delivery of the Youth Council, Young Inspectors, Young Carers and other 'voice' groups.
- Delivery of activities including weekly youth club provision and a positive activities programme, during the day, in the evening and at weekends in Oakham, Uppingham, the Barracks and some of the outlying villages.
- Targeted one to one services such as mentoring support and advocacy.
- Sexual health and health promotion services funded through public health.

2.3.6 Youth Options Service:

The Youth Options service provides information, advice and guidance to young people aged 16-19 years and up to 25 years where there is a statement of educational need (now Education, Health and Care Plan). The service aims to assist young people to participate in education, training and employment and supports the duty of the authority under the Education Act 1996. The Youth Options team supports the Council to:

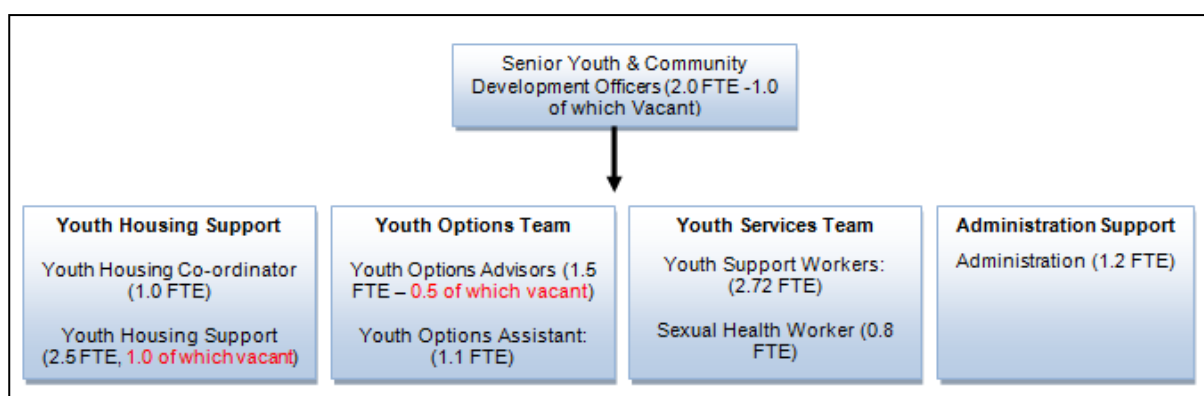
- Secure sufficient suitable education and training provision for all young people aged 16 to 19 years and for those up to 25 years with a Learner Disability Assessment (LDA) or Education, Health and Care (EHC) plan.
- Make available to all young people aged 13-19 years and to those up to 25 years with a LDA or EHC plan, support that will encourage, enable or assist them to participate in education or training.
- To ensure young people receive a suitable offer of education under the 'September Guarantee' and to report on this to the DfE.
- Promote participation of young people aged 16-17 years in education and training.
- Identify and track young people who are, under the Education Act 1996, required to participate and encourage them to engage in suitable education or training.

- A key function of the Youth Options Service is to track effectively young people's participation in education. The Service collects information about all young people so that those who are not participating, or are not in education employment or training (NEET), can be identified and given support to re-engage. Tracking information about young people's involvement in education helps the Council to ensure that suitable education and training provision is available and that resources can be targeted effectively.

### The current staff cohort and structure

2.3.7 The total staff cohort for the Youth Service is outlined below.

The current staff cohort and structure



### 2.3.8 Service Costs

The total cost to the Council per annum for the youth services and associated costs is approximately £420,000, £24,000 of which is met by Public Health to support the sexual health service. The costs of the service are broken down as follows:

| <b>Staffing Costs Per Annum</b>   |                 |
|---|-----------------|
| Youth Options   | £83,700         |
| Youth Service   | £199,900        |
| Youth Housing (based on current costs)  | £38,700         |
| Administration support providing cover across the Early Intervention Services | £22,100         |
| <b>Total</b>  | <b>£344,400</b> |

| <b>Other Service Costs</b>                                    |         |
|---|---------|
| Youth Council Budget  | £6,100  |
| Youth Activities Budget                                       | £15,000 |
| Building costs, cleaning, utilities, equipment, resource etc. | £43,600 |
| Additional Staffing Cost e.g. travel                          | £7,000  |
| Sexual Health Contract and Supplies                           | £4,000  |

|              |                |
|--------------|----------------|
| <b>Total</b> | <b>£75,600</b> |
|--------------|----------------|

## 2.4 Service Demand

2.4.1 As there is currently no standardised case management system or workflow information system, it is difficult to quantify accurately the current workflow situated within the Youth Service as a whole. There are currently cases open to support and the majority of this case work sits at a 'light' level of intervention, which predominantly involves signposting and offering support of less than 1 hour per week to a young person. Higher level intervention involves more intense case work of up to 2-3 hours per week and forms a smaller percentage of the total workload across the service:

| <b>CASELOAD ACTIVITY – SEPTEMBER 2015</b> |                   |                    |                     |                   |
|---|-------------------|--------------------|---------------------|-------------------|
| <b>Service</b>                            | <b>Cases Open</b> | <b>Light Level</b> | <b>Medium Level</b> | <b>High Level</b> |
| Youth Service Mentoring                   | 22                | 7                  | 11                  | 4                 |
| Youth Options                             | 44                | 12                 | 14                  | 18                |
| Other – ad hoc advice and guidance        |                   |                    |                     |                   |

2.4.2 There are currently 4 youth clubs run by the service each week, in addition to dedicated youth worker time in the youth provision on Kendrew Barracks. The details of club attendance for the latest month are highlighted below.

| <b>CLUB</b>                         | <b>Ave. Attendance 14/15</b> | <b>Ave. Attendance 15/16</b> | <b>New Members 15/16</b> |
|-------------------------------------|------------------------------|------------------------------|--------------------------|
| Jules Oakham (Eve)                  | 24                           | 28                           | 8                        |
| Uppingham (Eve)                     | 12                           | 9.5                          | 14                       |
| Ketton (Eve)                        | 12                           | 10                           | 5                        |
| 'Toast' at Jules (afternoon) Oakham | 11                           | 10.5                         | 6                        |

*Practice Example – Youth Club provision in Ketton*

*The youth club in Ketton is regularly attended by 8 young people. The club is held in the Methodist Hall once a week in the evening. The club leaders have done numerous*

*promotional events and leaflet dropping to encourage young people to attend. Local people have worked well with youth workers to co-deliver events for the community for both young and older people.*

*Young people report that they are viewed as 'needy or less well off' if they attend the club. There is a busy sports club nearby and the youth workers are investigating the option to house the club within the sports venue.*

Youth Options tracks the details of young people in education and targets those at risk of being Not in Education, Employment or Training (NEET). The current performance for Rutland is as follows;

| <b>Youth Options: 16-18 Education Tracking Performance 2015 (August)</b> |               |                   |
|--|---------------|-------------------|
| <b>Situation</b>   | <b>Number</b> | <b>% of Total</b> |
| In Education, Employment or Training (EET)                               | 861           | 96.3%             |
| Not in Education, Employment or Training (NEET)                          | 8             | 0.6%              |
| * Unknown (No Information)   | 26            | 2.9%              |
| Other  | 2             | 0.2%              |
| Total Cohort   | 898           |                   |

The unknown cohort includes individuals where their further education destination is unknown and is yet to be verified. These individuals are not counted as NEET and the level of 'unknowns' reduces as the year unfolds and destination data is confirmed. The level of 'unknowns' in September 2014 was 2.1% (19 individuals) and it is anticipated the current unknown level will reduce further during the remainder of the academic year.

2.4.3 In addition the service provides 2/3 youth workers to facilitate the Youth Council meetings, the Young Inspectors programme and the Young Carers group, each group meets once a month in the evenings or at the weekend at Jules House. Groups have an average attendance of 10 young people. The October meeting of the Youth Council was attended by 3 members of the Senior Management Team who worked with the young people to respond to the questions that had been raised by young people at the September Children's Scrutiny Committee. Officers will take back the outcomes of the discussion to the next Committee.

## 2.5 What is working well

2.5.1 There are aspects of the existing Youth Service, both the universal and targeted provision which work and are valued by young people and which the Council would wish to retain, for example:

- There are a number of services in place to support participation and engagement of young people in decision making and in shaping our services in the Council and beyond, these include Rutland Youth Council, Young Inspectors and Children in Care Council which have grown enthusiastic and articulate young people who represent the views of other young people in Rutland.

- The universal youth club sessions achieve out of hours coverage across the County and provides young people with a non-stigmatised service as well as a route to more individualised support.
- The sexual health service is well established, known and used by schools across Rutland providing important health and educational information to young people.

Young people are effectively tracked through education and the service actively supports the Education, Health and Care plans and reviews for children with SEND.

## 2.6 Challenges

There are a number of factors however which inhibit the service being as effective and efficient as it could be:

- a) The service delivers a diverse range of services across the whole week including the evenings resulting in staff capacity and provision being stretched too thinly
- b) The resource available to deploy to the most vulnerable children and young people is limited and increases the risk of young people escalating into higher cost services
- c) The holistic nature of the universal offer makes it hard to define and measure impact and thus value for money.
- d) The service is unable to be dynamic and responsive to new and emerging priorities

### *Practice Example: British Youth Council*

*The service currently supports young people to attend British Youth Council events during the year including conventions and residential trips: this often involves attending conventions across the weekends for 2 members of staff 4-5 times a year plus travel expenses and out of hours support. Ultimately this reduces staff capacity to maintain other services aimed at vulnerable young people such as advocacy, targeted mentoring and Children in Care. Whilst providing such opportunities have value, the impact locally on the most vulnerable young people and the prevention of escalating need is limited.*

#### **British Youth Council Weekend Residential - Cost Example**

| Cost                                  | Total   |
|---------------------------------------|---|
| 2 Staff Members for 2 days (32 Hours) | £429  |
| Planning - Staff (5 hours)            | £ 67  |
| Travel Costs inc Young People         | £300  |
| Sleep in Staff Costs (JNC overnight)  | £200  |
| <b>Total</b>                          | <b>£996 which is equivalent to 74 targeted mentoring hours.</b> |

#### **British Youth Council one day Convention - Cost Example**

| Cost                                   | Total   |
|--|---|
| X 2 Staff Members for 1 day (16 Hours) | £215  |
| Planning - Staff (3 hours)             | £ 40  |
| Travel Costs inc Young People          | £300  |
| <b>Total</b>                           | <b>£555 which is equivalent to 42 targeted mentoring hours.</b> |

- 2.6.1 The service reaches a large cohort of young people in Rutland, particularly through educational sessions in schools. However analysis of attendees at universal provisions highlights that the cohort of young people engaged regularly is relatively small\*, around 80 young people. Attendance at universal club provisions has remained consistent with relatively low numbers in many provisions and the level of new attendees small.
- 2.6.2 \*The number of pupils on roll at Rutland schools from the last school census in May 2015 and the count of young people recorded on IYSS (Youth Services data base), at the end of May 2015 who were aged between 11 and 19 years old (inclusive) and resident in Rutland is 2,444. This does not include pupils attending independent schools or out of county schools.
- 2.6.3 The youth provision scoping exercise conducted in June 2015, demonstrated that there are a number of existing provisions already in the community for young people over the age of 11 years in Rutland, much of these are provided as extracurricular activities by schools and there are a wide range of sports clubs and associations for young people. There are a number of uniformed groups such as; 4 scout groups and 1 explorer scouts group, 5 girl guide groups and 1 senior section and there are 2 groups of cadets.

*Practice Example: Funding and Community Capacity (Mentoring)*

*The service currently provides one to one mentoring support and youth clubs throughout the week. There are however existing opportunities that are not currently being utilised that could help meet the universal offer and free up staff resource to deliver targeted support. For example the **Police and Crime Commissioner's Office** provides funding to support '20/20' mentoring for young people. Support workers in the Youth Service could be utilised more on building capacity in local communities to sustain universal provisions and enable less reliance on the Council to deliver these services directly.*

- 2.6.4 At present the support available to children, young people and families in Rutland is established for 0-5 years and 11 years plus and there appears to be a gap in provision for families with children between the ages of 5-11 years. The youth offer could play a key role in supporting a consistent and joined up journey for families that spans beyond 11-19 years by placing dedicated youth practitioner time in the Targeted Intervention team. Furthermore the recent consultation exercise with young people across Rutland conducted by Healthwatch, has highlighted the need for provision to support the growing mental health and emotional needs of young people.

### **3 ORGANISATIONAL IMPLICATIONS**

#### **3.1 Proposed Youth Service Model**

This proposal attempts to address the imperative to build resilience in the service to maintain a universal offer for young people and to deliver targeted provision to those most in need within the demands and constraints on the Council's budget in future years; in essence to hold on to what we know works and what is valued by young people. A proposed 'youth offer' and structure might consist of four functional areas:



- i) Integrated support for families - targeted intervention: Dedicated resource which will form part of the targeted intervention team within the early intervention service, working alongside other skilled generalists in the Children Centre, Aiming High programme, the Changing Lives programme and the Intensive Family Support team to deliver a 'whole family' approach. Youth workers would broaden the scope of their work with younger children over 5 years of age, to provide a clear and joined up journey for families and ensure a consistent worker for the young person from 0-19 years and up to 25 years with a learning difficulty, A key consideration is the practical and emotional support our young care leavers need as they transition in to independent living.

Participation, engagement and partnerships: 'Youth Voice' remains central to the Council's early help offer and its intention to deliver the Participation Strategy across the Council. The Youth Council, Children in Care Council, Young Carers Group would be key mechanisms to promoting youth voice and young people's involvement in decision making. This function would be dedicated to ensuring this continues however there is a need to attract more of our under-represented groups or those young people whom are not confident nor have the means to have a voice at school or in their community. There is also the wider purpose of engaging our clients in service design and evaluation and supporting advocacy for children and young people who are receiving our social care services. Additionally the service would focus on helping to build capacity and confidence within the community to deliver universal youth provisions. The role would involve support workers working with town and parish councils, the voluntary sector and our adult education services to identify and train volunteers, to set up provisions and to identify funding to sustain local groups and communities. Work is underway in the service to realise joint working opportunities with our Community Agents, the Oakham Baptist Church, the Army Welfare Service and the Police, who may be a rich source of volunteers to help deliver and maintain universal provisions across Rutland.

- ii) Health and Well-Being: Build on the existing sexual health service by broadening the role to wider mental health and well-being for young people. Key to this includes developing collaborative partnerships with educational establishments to embed effective practice and policy. This area would also include dedicated Child Sexual Exploitation (CSE) work within the healthy schools based education and awareness programme.
- iii) Youth Options: Provide dedicated Options Advisor time to provide advice and guidance to targeted groups and support other practitioners to deliver generic careers advice and support. The support to deliver on the statutory tracking requirement would continue, however further work could be done to engage schools more in providing robust data on both the destinations and the attrition and retention rates for young people accessing education, training and employment. There is the opportunity to align this function more effectively within the Education and Skills service such as the Adult Learning team.

The above functions could be delivered based on the staffing capacity set out and costed below:

| Staffing Costs Per Annum |     |       |                 |      |              |
|--------------------------|-----|-------|-----------------|------|--------------|
| Role                     | FTE | Scale | 1 <sup>st</sup> | Year | Top of Scale |

|   |     |     | Cost            | (Years 3-4)     |
|---|-----|-----|-----------------|-----------------|
| Senior Youth & Community Development *  | 1.0 | P01 | £38,400         | £41,700         |
| Targeted Intervention Practitioners   | 1.0 | SC6 | £29,200         | £31,150         |
| Youth Support Workers   | 2.0 | SC5 | £51,600         | £56,600         |
| Health & Well-Being Officer   | 1.0 | S02 | £35, 550        | £37,600         |
| Participation, Engagement & Partnerships Officer  | 1.0 | S02 | £35, 550        | £37,600         |
| Advocacy Worker   | 1.0 | SC6 | £29,200         | £31,150         |
| Youth Options Advisor (Targeted)  | 1.0 | S01 | £32,400         | £34,500         |
| Youth Options Assistant   | 0.5 | SC5 | £12,900         | £14,100         |
| Administration Support to provide cover across the EH service   | 1.2 | SC3 | £24,800         | £26,500         |
| <b>Total</b>  |     |     | <b>£289,600</b> | <b>£310,900</b> |
| <b>Current Staffing Cost</b>  |     |     | <b>£344,400</b> | <b>£344,400</b> |
| *Potential Savings if 1 of the 2 Senior posts is retained in the targeted Intervention team and continuation of the £20,000 contribution from public health |     |     | <b>£36,400</b>  | <b>£33,100</b>  |

3.1.1 There are a number of proposed Options for Scrutiny Panel members to consider which will have variable savings based on the staffing above:

### 3.1.2 Option 1:

To retain the service in its existing form and continue with all the functions currently delivered and outlined in Section 5 and Section 6 above. This would not achieve any financial saving and would support less effectively the integrated early response for children and young people.

### 3.1.3 Option 2:

Directly deliver a universal offer and have minimal focus on targeted support. Remove youth options service for targeted cohorts, retaining only the statutory tracking requirement and removing the targeted practitioner and advocacy worker. This option will achieve savings in the region of £110,000.

### 3.1.4 Option 3:

To achieve a better balance of universal and targeted provision to those most in need and build on what works. In order to do this the Council will need to reduce the resource it currently deploys on directly delivering universal youth services and adopt a facilitative approach to delivering universal services, or commissioning a provider, possibly in the voluntary sector to deliver generic youth support. This will require a period of transition, for example, youth services staff will work alongside community groups to co-deliver youth clubs to build their confidence and demonstrate good practice. This option will achieve savings in the region of £97,000.

Options 2 and 3 provide an indicative model and approximate costings. Work is underway to carry out a more detailed financial analysis to ensure alignment with

the medium term financial plan before any of the options are implemented. Legal advice has been sought.

3.1.5 There are a number of factors which will require consideration when progressing the Options outlined above, including but not limited to:

- The youth housing project remains suspended and the options to utilise this provision fully have been explored a number of times. Other options to support these vulnerable young people need to be progressed now, for example, to utilise some of the 'Floating Support' budget to support the housing needs of vulnerable groups and also to locate a dedicated youth worker in the care leaver's team to provide emotional and practical support and advocacy to young care leavers in their transition to independence. These may be more cost effective and responsive ways of meeting the needs of this cohort.
- The young housing space, known as 'Jules House', is being used to support other early intervention services and tentative planning and design work is underway with a view to relocating the Visions Children Centre space to Jules House from Catmose College. A more detailed report will be presented to Informal Cabinet.
- Continuing to meet our statutory obligations in relation to youth options and in particular tracking and reporting of destination data, however supporting schools to be more responsible for collecting destination and retention data.
- The risks of reducing a targeted information, advice and guidance service for vulnerable young people, including young people with SEND, would need to be fully understood and mitigated.
- The reduction of universal youth provisions across rural localities and potential impacts on young people, including potential crime and anti-social behaviour associated with reduced access to positive activities.
- The Council will need to consult with young people and seek their views.
- Capacity of the voluntary and community sector to deliver provisions which may require the Council making a financial contribution – 'seed corn funding', to build capacity in the initial and set up phase. Consider the youth service as part of the wider commissioning activity underway in the Council.
- Some of the funding currently provided for youth housing staff through 106 funding revenue allocation (£18,600) and other contributions (£20,000 from Social Care), would need to be considered and would reduce any bottom line saving.
- Further cost efficiencies in the non-staffing and property costs that could be achieved for example, by locating the Children's Centre on the Jules House site.

## **4 CONCLUSION**

4.1 The review of the Youth Services is to ensure that the service is delivering the

Council's priorities now and in the future and that it fulfils its core purpose within an early help offer by providing universal and targeted support for young people in Rutland. The report sets out the current context of the service and identifies the strengths of the service but also the challenges which risk the service not being fit for purpose. A number of options have been set out for consideration, some of which if adopted, will deliver financial savings. The review concludes that Option 3 would provide a better balance of universal and targeted provision to those most in need and will build on what works and is valued by young people now.

## **5 BACKGROUND PAPERS**

5.1 There are no background papers.

## **6 APPENDICES**

6.1 There are no appendices.

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