

# Children and Young People Select Committee

## Universal Youth Service EIT Review



SCRUTINY

**November 2010**

DRAFT

Children and Young People Select Committee  
Stockton-on-Tees Borough Council  
Municipal Buildings  
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Councillor Mick Eddy – Vice Chairman

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Councillor Dick Cains  
Councillor Maurice Frankland  
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Gateshead Council  
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Councillors who attended the all Member meetings on 9 June and 21 October

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## Foreword

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## Original Brief

<p><b>1. What services are included?</b></p> <p>Universal Youth Services provided through core funding.</p>
<p><b>2. The Thematic Select Committee's / EIT Project Team overall aim / objectives in doing this work is:</b></p> <p>To identify options for future strategy / policy / service provision that will deliver efficiency savings and sustain / improve high quality outcomes for SBC residents. Specifically:</p> <ul style="list-style-type: none"> <li>• Proposals on levels of service to be provided taking into account the views of young people</li> <li>• Identification of gaps in service and recommendations for addressing these</li> <li>• Identification of resources to deliver <i>myplace</i></li> </ul>
<p><b>3. Expected duration of enquiry? What are the key milestones?</b></p> <p>10 Months:</p> <p>Approval of Scope and Project Plan – 24 February 2010  Evidence Gathering and Analysis – April – June 2010  Initial Options/ Proposals – 14 July 2010  Recommendations for change – 6 October 2010  Final Agreement by Select Committee – 10 November 2010  Submission to Cabinet – 16 December 2010</p>
<p><b>4. In addition to analysis and benchmarking costs, performance, assets etc, what other processes are likely to be required to inform the review?</b></p> <ul style="list-style-type: none"> <li>• Detailed financial analysis of youth service budgets including identification of additional time limited funding</li> <li>• Detailed mapping of universal youth service provision including usage, activities catchment, population, transport, socio economic factors (alongside information on wider service provision)</li> <li>• Examine links with EIT review on rationalisation of buildings and assets</li> <li>• Site Visits to Youth Clubs/activities currently provided in the 24 settings ad some targeted provision</li> <li>• Site Visits to other Council provision</li> <li>• Views of all Members to be obtained</li> </ul>
<p><b>5. How will key partners and/or the public be involved and at what stages?</b></p> <ul style="list-style-type: none"> <li>• Consultation with young people to plug any “gaps” in consultation feedback received to date.</li> <li>• On Line survey widely publicised running 1 June – 2 July 2010.</li> </ul>
<p><b>6. Please give an initial indication how transformation will enable efficiencies and improvements to be delivered by this EIT review?</b></p> <p>Possible outcomes will include:</p> <ul style="list-style-type: none"> <li>• Identification of resources to deliver <i>myplace</i></li> <li>• Rationalisation of buildings and other assets</li> <li>• Rationalisation of provision</li> <li>• Identification of gaps in service and recommendations for addressing these</li> <li>• Proposals on levels of service to be provided</li> <li>• Alternative delivery models (including the third sector)</li> </ul>

## 1.0 EXECUTIVE SUMMARY

### Background

1.1 The report presents Cabinet with the outcomes of the Efficiency, Improvement and Transformation (EIT) Youth Services undertaken by the Children and Young People Select Committee between February and November 2010.

1.2 The work of the Select Committee has focused specifically on universal youth services provided through core funding from the Council, delivered primarily through the Council's 24 youth clubs. However, the Committee have also received evidence about targeted activities in order to understand the full picture of youth provision in the Borough.

1.3 A scope and project plan for the Select Committee review were drafted and approved by the Committee on 24 February 2010. The overall aims of the review were:

- To identify options for future strategy / policy / service provision that will deliver efficiency savings and sustain / improve high quality outcomes for SBC residents. Specifically:
  - Proposals on levels of service to be provided taking into account the views of young people
  - Identification of gaps in service and recommendations for addressing these
  - Identification of resources to deliver *myplace*

1.4 The Local Authority has a statutory duty to ensure the provision of youth services sufficient to meet the needs of its population of young people aged 13 to 19 and also to meet the specific needs of targeted populations in the age range 11 – 13 and 19 – 25 years. Whilst a Local Authority must secure access to sufficient positive leisure time activities and facilities, it is for each Local Authority to decide what is sufficient taking into account the needs of young people in the area.

1.5 The Local Authority does not have to be direct provider of youth services. Youth Services can include a range of provision developed through a partnership of the Local Authority, voluntary and community organisations, independent and private sector providers, whose activities are primarily for the personal and social development of young people.

1.6 Universal youth services sit within the broader range of integrated youth support which includes:

- **Specialist services** – YOS (statutory) , Connexions (core funded)
- **Targeted services** – youth work, Connexions (NEETs), YOS preventions, Youth Crime Action Plan (YCAP), Positive Activities for Young People (PAYP) (time limited funding programmes)
- **Universal services** – youth clubs, positive activities and Information and Guidance (core funded)

1.7 It is also important to view the range of youth services described above, against the context of the wider and varied range of provision, accessible on a universal basis across the Borough. This includes the activities directly provided by the Local Authority youth services, activities provided under a range of strategies, such as Sports Strategy, Extended Schools Strategy, Play Strategy, the delivery of parks and open spaces and provision through major leisure facilities. A range of

services is also provided through voluntary and community sector organisations and private and independent sectors also provide a wide range of activities through a number of outlets within the Borough, such as fitness clubs, football, tennis, dance and martial arts.

1.8 A Local Authority must secure access to 'sufficient' positive leisure-time activities and facilities (where 'sufficient' is judged in terms of quantity). It will be for each Local Authority to decide what constitutes "sufficient"; taking into account the needs of young people in its area. The Act applies primarily to young people aged 13 – 19, but also to targeted groups 11 to 13 and up to 24, e.g. young people with a disability. Local Authorities should ensure that, as a minimum, all young people should be able to access the opportunities set out in the National Standards for Positive Activities.

1.9 The Local Authority will also need to ensure that young people are involved in determining what activities and facilities should be available to them. In particular, Local Authorities should ensure they ascertain and take into account the views of Young People who face significant barriers to participation or are considered to be at risk of poor outcomes such as young people in care, young people from minority groups and young people with disabilities. The legislation specifies that the Local Authority must ascertain and take account of young people's views on current provisions, the need for new activities and facilities, and barriers to access.

1.10 The Committee has also received evidence about targeted activities in order to understand the full picture of youth provision in the Borough and have taken the opportunity to visit some examples of targeted provision in addition to visiting the 24 "general" youth clubs.

1.11 Targeted youth support aims to ensure that the needs of vulnerable teenagers are identified early and met by agencies working together effectively – in ways that are shaped by the views and experiences of young people themselves. A central aim of targeted youth support is to help vulnerable young people early, to address their difficulties as soon as possible and prevent their problems escalating. Effective targeted youth support addresses the risk factors that may result in poor outcomes and helps build vulnerable young people's resilience.

1.12 The budget for universal youth services is approximately £1 million (although approximately £200,000 of this budget supports non youth related activity associated with community centres).

1.13 A core budget from the Council of £588,748 delivers the following targeted programmes:

- Targeted Youth Support
- Duke of Edinburgh Award Scheme
- Youth Space
- After Schools and Outdoor Activities
- Youth Bus

1.14 The following targeted programmes are delivered through time limited funding streams totalling £1,393,868. Funding for these programmes ceases 31 March 2011 and new funding streams from Government have yet to be identified:

- Get on in Life project
- YCAP/ PAYP – A Way Out, Arlington Park, Norton Grange, Five Lamps Youthy, Beat the Boredom
- Youth Opportunities Fund
- VTalent



## Universal Youth Service – Analysis of Current Provision

### *Mapping of Current Universal Provision*

1.15 As part of the review, data on youth club usage patterns were analysed. During 2009/10, the 24 youth clubs recorded a total of 3,068 attendees (i.e. the number of individual young people having attended a club). The average age of individuals using the clubs was 14.6 years. Analysis of the data revealed a marked difference in attendances between clubs. The most well used centres were Fairfield (331 attendees), Grangefield (268 attendees), and Robert Atkinson (248 attendees). The least well used were Long Newton (17 attendees), Primrose Hill (39 attendees) and Stillington (47 attendees). Footfall (i.e. the number of times a young person attends a centre) showed a similar pattern.

1.16 Gender information revealed that just five centres recorded more female attendees than male: Billingham Central, Chill Zone, Primrose Hill, St Michaels and Stillington.

1.17 Target group detail is available for 2,416 of the 3,068 attendees (78.7%%). Of these:

- 184 were individuals in Target Group 1 ( 7.6% of the total with target group data available); and
- 615 were individuals in Target Group 2 (25.4% of the total with target group data available)

(Note: Target group definitions based on Connexions Case Information System)

1.18 Information on those individuals with learning difficulties and/or disabilities (LDD) is available for 2,355 of the 3,068 (76.7%). Of these attendees, a significant number (381) had an LDD.

1.19 Ethnicity data is available for 2,438 of the 3,068 attendees (79.5%). Where ethnicity data was provided, the vast majority (96.2%) of individuals were White British, followed by Pakistani (1%). These percentages are in line with intelligence held for the Borough as a whole from census and other data sources.

1.20 Information on attendees engaged with the Youth Offending Service (YOS) is available for 2,450 of the 3,068 attendees (80%). Of these, 51 attendees were engaged with the YOS (1.7%). Fairfield (10), Billingham Central (6) and Chill Zone (6) had the most whilst nine clubs recorded none in the period: Billingham Campus, Egglecliffe, Kirklevington, Layfield, Long Newton, Primrose Hill, St Michael's, Stillington and Willows.

1.21 Analysis of attendance data and inputting onto the Geographical Information System presents a picture of the catchment for each club. The maps illustrate that, although each club draws attendees in the main from the local area, most clubs do attract attendees from further afield. Some centres such as Fairfield and Grangefield are particularly successful in attracting attendees from a wider geographical area.

1.22 Data analysis also illustrates the uneven spread of provision throughout the week and the lack of provision at weekends.

#### **Data Analysis - Key Findings:**

- Wide variation in attendees and footfall between clubs
- Some clubs attract attendance from a wide geographical area
- Clubs attract attendance from young people falling within targeted groups
- Uneven spread of youth clubs open throughout the week
- Lack of universal provision at weekends

#### *Site Visits to Youth Clubs*

1.23 As part of the review, Committee Members felt that it was essential to visit all of the 24 youth clubs in order to gain an understanding of the activities, assess the quality of provision and identify any particular issues/ problems. The Committee also took the opportunity to visit a number of targeted activities to compare these with the universal services.

1.24 Whilst there was a considerable degree of commonality in respect of the programmes and activities and the role of the youth workers at each club, the Committee observed a wide variation in the quality of facilities and the offer. The Committee concluded that the service would be improved by reconfiguring provision around a smaller number of quality centres.

#### **Youth Club Site Visits - Key Findings:**

- Wide variation in the quality of facilities and offer, buildings (size and flexibility) and attendance
- Desire for better quality provision
- Resource is spread too thinly across too many centres
- Some young people just want somewhere to “hang out” and “chill” and are less interested in outcomes/ accreditations

**Recommendation 1: That, taking into account any emerging Government guidance and the impact of the comprehensive spending review, and recognising that targeted youth services have proven to be more effective and have provided better value for money and more positive outcomes for young people than universal youth services, delivery of targeted youth services be prioritised over universal services to ensure that this success is further enhanced.**

**Recommendation 2: That, recognising that there are currently a large number of universal youth club settings with several of these being poorly attended, the provision of universal youth services be reconfigured around a smaller number of high quality settings. (The remaining settings to be identified**

**through the application of a matrix to assess sustainability based upon factors which include footfall, suitability of buildings and geographical spread).**

### *Finance*

1.25 The Committee received a range of financial information relating to Youth Service budgets for 2009/10.

1.26 Analysis of centre costs and footfall costs were presented to the Committee. The financial analysis revealed that because there are significant centre costs (non youth related) associated with particular centres, this significantly increases footfall costs for some centres. Separating youth delivery staffing from other premises costs gives a more accurate representation of youth related footfall costs for each centre. However, even with this disaggregation, there are still notable differences in footfall costs between centres.

1.27 The Committee also observed that targeted activities were demonstrating better value for money in terms of footfall and outcomes.

#### **Finance - Key Findings:**

- Significant variation in average costs between clubs
- There are significant premises costs (approximately £200,000 not related to youth activity) associated with particular centres
- Targeted activities are demonstrating better value for money in terms of unit costs and outcomes

**Recommendation 3: That premises/ lettings arrangements for youth activities be reviewed by the Asset EIT review to ensure they provide value for money.**

### *Views of Young People*

1.28 The following recurring themes can be highlighted from a trawl of recent consultations with young people:

- Issues around transport and accessibility to some events/ venues
- Cost is a consideration, including transport
- Sports/arts/music/outdoor activities are valued
- Young people do want safe areas to be able to relax and do nothing in particular
- Opening times need to be more varied with more provision at weekends and during school holidays
- Information, advice and guidance were seen as important
- Young people like to identify with places that they receive services from and feel some ownership
- Outdoor activities such as parks and sports pitches were important but still needed to be safe

1.29 As part of the Select Committee review, the Committee were keen to seek further feedback from young people specifically in relation to their experience of youth clubs. The Committee also expressed a desire to hear from young people not attending youth clubs. To seek views an on line survey took place. Flyers advertising the survey were circulated widely and hard copy questionnaires were distributed to youth clubs and other youth projects and events. Five young people were selected at

random as winners of an iPod nano. A total of 888 questionnaires were completed. 63% of respondents had visited a youth club.

#### **Youth Club Survey – Key Findings:**

- The main reasons for attending a youth club were for “something to do” and “somewhere to go”
- Most attended a youth club about once a week
- The most common mode of transport to a youth club was on foot (65%)
- Those attending a youth club rated the overall youth club and staff most highly
- Top answers for how youth clubs could be made better included better/ more opening times and better sports and outside facilities
- The main reason cited for not attending a youth club was “no interest”
- The most popular activities attended other than youth clubs was other sports clubs closely followed by football clubs and gyms
- When asked what activities respondents would like to see in the Borough the top answer was “generally more to do” followed by parks with safe facilities for teenagers

#### *Views of Staff*

1.30 The Chair and Vice Chair attended a staff forum on 9 September 2010. Staff were asked to identify good things about the services and things to change/improve.

At the end of the session staff highlighted the following issues:

##### *Good Things:*

- Universal access based on need
- Committed and flexible staff
- Diversity and variety of the service
- Local provision

##### *Things to change:*

- More resources/ finance needed
- More flexible deployment and use of youth service staff
- Transport an issue
- Need to think of other ways to engage with young people who are not interested in accreditations
- Review age range
- Need to reach all cultures in Stockton

#### *Other Staffing Issues*

1.31 Youth Workers are all employed in Joint National Conditions (Youth and Community) contracts. This has been the traditional contract for all youth workers across the country. With the introduction of Single Status by the Local Authority, most of the workforce apart from specific groups, such as youth workers and a number of education related staff, have been moved by job evaluation onto the Single Status regime.

1.32 The move to more targeted and outcome based approaches has led to a national drive to improve professional status of youth workers. There is currently too much reliance on sessional staff who deliver youth work on top of their substantive

full time roles. The balance needs addressing to deliver modern youth work approaches, as does some issues with current terms and conditions of youth work staff as there are inconsistencies in contracts which could leave the Authority open to legal challenge.

**Recommendation 4: That contractual arrangements for youth services staff are reviewed in order to ensure consistency across the service, to implement single status and to move to more substantive contracts (i.e. increased hours) for youth service staff.**

*Views of Community and Voluntary Sector*

1.33 Allison Agius from Catalyst (the strategic body for the Voluntary and Community Sector in Stockton) facilitated feedback from the sector. Feedback from the sector indicated that there was an appetite for greater involvement in the delivery of youth services.

Key messages from the sector can be summarised as follows:

- The voluntary and community sector already provide a range of youth services to a very high standard
- Many organisations in the sector had strong links with the community and grass roots knowledge
- The sector was diverse, flexible and innovative, was not averse to taking risks and had the ability to promote change
- The sector were well placed to attract significant funding from external sources
- The sector could access funds the statutory sector could not as well as “accessing” the young people the statutory bodies could not reach
- The sector often provided youth services to a wider and younger age group
- There was scope for community assets to be transferred to the sector
- There were concerns about the My Place project: that it would result in cuts in the youth service elsewhere; it was not what young people wanted; the location was a concern; travel was an issue; and some young people were very territorial and might not travel to the venue, young people in rural areas would have particular problems accessing it and there had been a limited information to the sector about the project
- Disparity in pay and conditions between Council employees and the voluntary and community sector presented a significant barrier to commissioning. Other barriers around commissioning were around lack of communication, the size of contracts (aggregation), timescales and lack of capacity within the sector

1.34 The Committee acknowledged that whilst a range of targeted youth support activities have been delivered in partnership with the voluntary and community sector, this has not been as prevalent within the universal service. The Committee supported a “mixed economy” approach involving the statutory and third sector as they believed that this had demonstrated an effective model in a range of settings. The Committee concluded that the balance between in house provision and commissioned services should be explored in relation to universal youth services.

**Recommendation 5: That officers pursue opportunities, where appropriate and subject to funding, for increased collaboration with the voluntary and community sector and private sector in providing universal services, including consideration of commissioning opportunities.**

### *Myplace*

1.35 In March 2009, the Council was successful in a bid to the DCSF for *myplace* funding to build an iconic £5 million youth facility on a site off Norton Road. The building was to provide the central hub for the delivery of a wide range of facilities for young people aged 11 – 19 years to access services and activities to enhance their personal, educational and social development seven days a week. The funding to be received was for the capital costs for the project only. The business case identified that the revenue costs of approximately £277,000 would need to be found from within existing Youth Service budgets. The co-location of the new North Shore Health Academy was linked to further opportunities for young people and the sustainability of *myplace*.

1.36 Whilst the Select Committee's work has not been to scrutinise the *myplace* project, the Committee needed to have regard to the development of *myplace* alongside other youth provision; the original scope of the review also tasked the Committee to identify revenue resources to deliver *myplace*. During the course of the review, a number of concerns emerged regarding the *myplace* project:

- During the visits young people currently attending local clubs have commented that they would want to see the continuation of local provision and Members of the Committee are concerned that the annual revenue contribution of £277,000 for the *myplace* development may be to the detriment of local provision.
- Initial feedback from the voluntary and community sector has also revealed that there are concerns that the project would result in cuts in the youth service elsewhere, it is not what young people want, the location is a concern, travel is an issue and some young people are very territorial and may not travel to the venue.
- At the meeting of the Children and Young People Select Committee on 14 July 2010, the Committee were also advised that the plans to develop the site for the new North Shore Health Academy under BSF were to be reviewed. The Committee feel that this recent development means that the *myplace* project on the proposed site is no longer a viable option owing to the timing of the contract for letting *myplace*, uncertainty around the academy scheme, shared infrastructure issues between the academy and *myplace* and loss of linkages for young people between the academy and *myplace*.

1.37 Given the other concerns already vocalized and financial pressures, the Committee recommended to Cabinet in August 2010 that, in the light of uncertainties around the future of the North Shore Health Academy and the pressure on youth service provision, the Council writes to the Department for Education and the Big Lottery asking whether the capital funding for *myplace* can be used more flexibly to develop services and facilities for young people across the Borough.

1.38 The Council is still in discussion with the Department for Education about using the resources more flexibly. If this is not possible the Select Committee maintain that the *myplace* development should not be progressed as it is presently planned.

**Recommendation 6: That serious consideration is given to pursuing a more flexible use of the capital funding for *myplace* to support youth service delivery across the Borough, if this is allowable under the terms of the agreement and further advice from Big Lottery and DfE and that, in the absence of this, the Select Committee recommends that the *myplace* development should not be progressed as it is presently planned.**

*Engagement with Young People*

1.39 During the course of the review, the Committee were pleased with the interest and involvement of young people in the Borough. This was reflected in the encouraging response to the youth club survey and also by the attendance of young people at the meeting of the Committee on 14 April 2010 who provided input into the design of the survey. The Committee are keen that appropriate engagement mechanisms are introduced to formalise involvement of young people on the Select Committee.

1.40 In addition, the Committee felt that it was important for the Council to ensure that they were utilising communication channels being used by young people and felt that it was important for the Council to continue to explore the use of social media such as facebook, twitter, YouTube and flickr.

**Recommendation 7: That the future involvement of young people on the Children and Young People Select Committee be formalised through the introduction of appropriate engagement mechanisms to be introduced for the 2011/12 municipal year.**

**Recommendation 8: That, subject to safeguarding issues, officers explore the further use of social media to engage with young people.**

## 2.0 INTRODUCTION

2.1 The report presents Cabinet with the outcomes of the Efficiency, Improvement and Transformation (EIT) Youth Services undertaken by the Children and Young People Select Committee between February and November 2010.

2.2 The review forms part of a three year programme of EIT reviews covering all services provided by the Council. The programme aims to ensure that all services are reviewed in a systematic way to ensure that they are provided in the most efficient manner, provide value for money and identify opportunities for service improvements and transformation.

2.3 The Children and Young People Select Committee's review has built upon earlier review work undertaken by officers prior to and as part of year one of the EIT programme. The need to review services was triggered initially by:

- the move to integrated service provision;
- the need to ensure the delivery of both targeted and universal youth services to young people;
- the funding bid for *myplace*
- the views of young people that in general terms they did not feel there were enough "things to do and places to go" within the Borough;
- Government guidance on development and modernisation of services for young people, e.g. aiming high for young people, positive activities, etc.

2.4 The work of the Select Committee has taken account of this earlier work by Officers but focused specifically on universal youth services provided through core funding from the Council, delivered primarily through the Council's 24 youth clubs. However, the Committee has also received evidence about targeted activities (provided under time limited funding programmes) in order to understand the full picture of youth provision in the Borough.

2.5 A scope and project plan for the Select Committee review were drafted and approved by the Committee on 24 February 2010. The overall aims of the review were:

- To identify options for future strategy / policy / service provision that will deliver efficiency savings and sustain / improve high quality outcomes for SBC residents. Specifically:
  - Proposals on levels of service to be provided taking into account the views of young people
  - Identification of gaps in service and recommendations for addressing these
  - Identification of resources to deliver *myplace*

2.6 The Select Committee's report has been informed by:

- Detailed mapping of universal provision including usage, activities, catchment, population, transport, socio economic factors
- Detailed financial analysis
- Site visits to all youth clubs/activities currently provided in the 24 settings and some targeted provision
- Site visits to other Council provision
- Views of 888 young people via a youth club survey
- Attendance at Children in Care Council
- Views of staff obtained at a staff consultation meeting
- Views of the voluntary and community sector obtained via Catalyst
- Views of all Members



### 3.0 BACKGROUND

3.1 The Local Authority has a statutory duty to ensure the provision of youth services sufficient to meet the needs of its population of young people aged 13 to 19 and also to meet the specific needs of targeted populations in the age range 11 – 13 and 19 – 25 years. Whilst a Local Authority must secure access to sufficient positive leisure time activities and facilities, it is for each Local Authority to decide what is sufficient taking into account the needs of young people in the area.

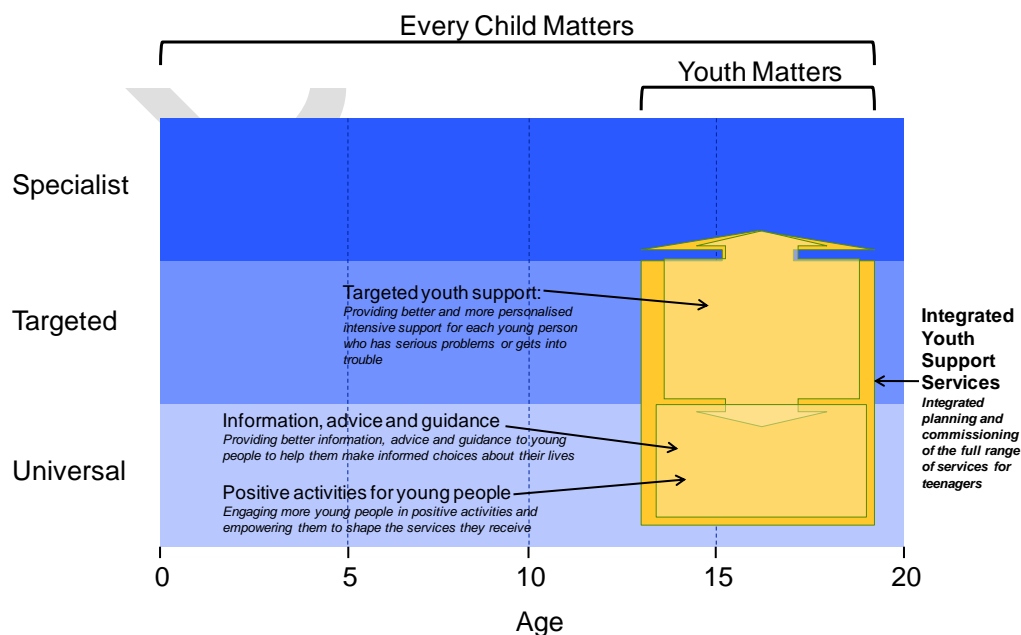
3.2 The Local Authority does not have to be direct provider of youth services. Youth Services can include a range of provision developed through a partnership of the Local Authority, voluntary and community organisations, independent and private sector providers, whose activities are primarily for the personal and social development of young people.

3.3 The direction of travel indicated from central government in recent years has been to increase the range and quality of positive activities for young people, which will support and enhance their development, in its broadest aspects. The expectation on Local Authorities is to lead the development of services to ensure both universal provision of and access to positive activities and to target services on the most vulnerable groups ensuring early intervention and support as appropriate.

3.4 The work of the Select Committee has focused specifically on universal youth services provided through core funding from the Council delivered primarily through the Council's 24 youth clubs.

3.5 Universal youth services sit within the broader range of integrated youth support which includes:

- **Specialist services** – YOS (statutory) , Connexions (core funded)
- **Targeted services** – youth work, Connexions (NEETs), YOS preventions, Youth Crime Action Plan (YCAP), Positive Activities for Young People (PAYP) (time limited funding programmes)
- **Universal services** – youth clubs, positive activities and Information and Guidance (core funded)



3.6 Universal youth services are provided for all young people; targeted youth support aims to ensure that the needs of vulnerable teenagers are identified early and met by agencies working together in ways that are shaped by the views and experiences of targeted youth support.

### **Legal Framework**

3.7 The Local Authority has a statutory duty to ensure the provision of youth services, sufficient to meet the needs of its population of young people, aged 13 to 19 and also to meet the specific needs of targeted populations in the age range 11 to 13 and 19 to 25 years old.

3.8 Evidence shows that how young people spend their leisure-time really matters. Participation in constructive leisure-time activities, particularly those that are sustained through the teenage years, can have a significant impact on young people's resilience and outcomes in later life. International evidence demonstrates that participation in positive activities can help to improve attitudes to school; build social, emotional and communication skills; help young people avoid taking risks such as experimenting with drugs or becoming involved in gangs, anti-social or criminal activities; and improve their self-confidence and self-esteem.

3.9 Participation can also help young people who are trying to rebuild their lives, for example, young offenders who are trying to change their behaviours and lifestyles.

3.10 However, young people's participation in positive leisure-time activities ('positive activities') is highly variable. There are many reasons why young people, particularly the most disadvantaged, do not engage; poor quality provision, a limited choice of activities, barriers to participation such as cost, the availability of transport and issues of safety. By not engaging in positive activities, young people can miss out on opportunities to improve their health, learning and personal and social development.

3.11 In response, the Government introduced section 507B of the Education Act 1996. This ensures for the first time that a single body, the Local Authority, working within the context of the arrangements for Children's Trusts would be responsible for securing young people's access to positive activities. The legislation also created new requirements that place young people at the heart of decision making on the positive activity provision available to them. Primary responsibility for fulfilling the legislation falls within the remit of the Director of Children's Services and Lead Member for Children's Services.

3.12 The new duty 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:

- sufficient educational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities; and
- sufficient recreational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities.

These are referred to in the legislation as 'positive leisure-time activities'.

3.13 The definition of 'well-being' in the legislation reflects the five 'Every Child Matters' Outcomes. Activities which do not result in an improvement in well-being and which do not help meet these outcomes are not within the scope of the new duty.

3.14 The duty therefore requires that, so far as reasonably practicable, access is secured to the two forms of positive activity (and to sufficient facilities for them) set out above. The two forms of activity are not mutually exclusive, as some activities will fall into both categories; but the Local Authority must secure access for young people to sufficient forms of, and facilities for, both types of positive activity.

3.15 'Educational leisure-time activities' include but are not limited to homework or special interest clubs; out of school hours coaching in artistic, sporting or other physical activities; and learning opportunities available through facilities offering residential, weekend or holiday-time services. Volunteering activity will also fall within this category of activity; where young people gain valuable non-formal educational benefits from the experience.

3.16 'Recreational leisure-time activities' include but are not limited to sports and informal physical activities, as well as cultural activities including music, performing and visual arts and self-directed learning in a museum or gallery.

3.17 The positive activities to which access is secured need not always be in the Local Authority's own area. The duty allows the Local Authority to enter into cross-border arrangements in order to meet the needs of young people who need to travel out of their own Local Authority area to access activities or facilities.

3.18 The duty is qualified by the term 'reasonably practicable'. This means that the determination of whether the Local Authority is acting reasonably in its actions will depend on the specific circumstances of the Local Authority and the particular requirement for access to such activities and facilities.

3.19 In judging what is reasonably practicable an Authority may take into account its resources, capabilities and other priorities, as well as that of its children's trust partners in the public, private and third sector. To ensure transparency the Local Authority should document and publish within the Children and Young People's Plan framework, its assessment of local need for positive activities, as well as the basis on which it has determined whether actions are, or are not, 'reasonably practicable'. This will be part of the review of the next Children and Young People's Plan in 2010/11.

3.20 A Local Authority must secure access to 'sufficient' positive leisure-time activities and facilities (where 'sufficient' is judged in terms of quantity). It will be for each Local Authority to decide what constitutes "sufficient"; taking into account the needs of young people in its area. In forming this judgement, Local Authorities will need to be mindful of the needs of young people facing particular barriers to accessing sufficient provision, for example disabled young people. A Local Authority may not be failing to fulfil the duty because an individual young person's particular need is not being met at a particular time, because it may not be reasonably practicable to do so.

3.21 The Act applies primarily to young people aged 13 – 19, but also to targeted groups 11 to 13 and up to 24, e.g. young people with a disability.

3.22 The Act also requires that the Local Authority builds in contestability when securing provision. In keeping with the legislation, Local Authorities should not

assume the role of default provider of positive activities. Instead they should identify the most appropriate provider, utilising and, where appropriate helping to build the capacity of high quality organisations within the third and private sectors.

3.23 Local Authorities should ensure that, as a minimum, all young people should be able to access the opportunities set out in the National Standards for Positive Activities.

3.24 The Local Authority will also need to ensure that young people are involved in determining what activities and facilities should be available to them. In particular, Local Authorities should ensure they ascertain and take into account the views of Young People who face significant barriers to participation or are considered to be at risk of poor outcomes such as young people in care, young people from minority groups and young people with disabilities.

3.25 The legislation specifies that the Local Authority must ascertain and take account of young people's views on current provisions, the need for new activities and facilities, and barriers to access. As well as dedicated youth provision, the Local Authority should seek young people's views on leisure centres, libraries and any other activities and facilities which are intended to be accessible to young people and/or the wider community. Local Authorities should also consider engaging parents, carers and families in the discussion, as their support and influence will play a crucial part in securing young people's participation.

### **Links to Children and Young People's Plan and other Strategies/Plans**

3.26 The Local Strategic Partnership's overarching strategy is the sustainable community strategy. A key theme of which is children and young people and a key ambition is to increase the chances for young people to enjoy education, cultural and leisure opportunities through the provision of a good range of youth activities. This is linked to continuing to develop the involvement of children and young people in service developments.

3.27 These themes are echoed in the Children and Young People's Plan 2009/12 with its priorities on:

- increase the range of accessible culture, leisure, sporting and social activities for children and young people by developing services across statutory, voluntary and independent sectors;
- enhance the involvement and participation of children and young people, parents and carers in community life, positive activities and in the development of services to meet identified need.

3.28 There are a range of plans that sit under the Children and Young People's Plan, which support the development of positive activities for young people. These include:

- Extended Schools Strategy;
- Play Strategy;
- Sport playing its part- a sport and active leisure strategy and plan;
- Healthy Schools Strategy;
- Culture and Leisure Strategy.

3.29 There is also a clear link to the Crime and Disorder Reduction Partnership with regard to engagement in positive activities to support young people not getting involved in crime or antisocial behaviour.

3.30 The Participation, Involvement and Consultation Strategy links the work that takes place to support young people's active involvement and participation in service development and consultations.

### **Positive Activities**

3.31 It is also important to view the range of youth services described above, against the context of the wider and varied range of provision, accessible on a universal basis across the Borough. This includes the activities directly provided by the Local Authority youth services, activities provided under a range of strategies, such as Sports Strategy, Extended Schools Strategy, Play Strategy, the delivery of parks and open spaces and provision through major leisure facilities.

3.32 A range of services is also provided through voluntary and community sector organisations, which provide a mix of both universal services and targeted services, often in partnership with the Local Authority. The private and independent sectors also provide a wide range of activities through a number of outlets within the Borough, such as fitness clubs, football, tennis, dance and martial arts.

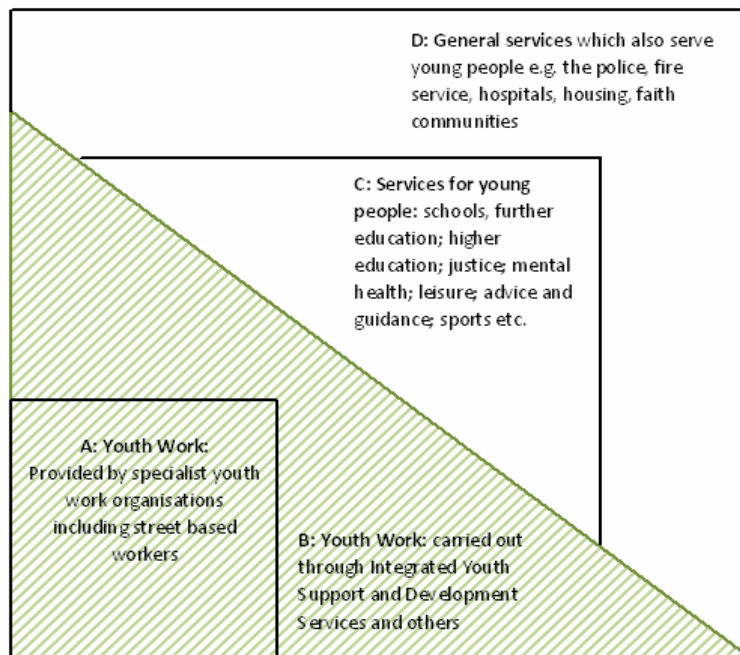
3.33 Previous officer led work on youth provision has sought to map out the full scope of activities on offer across the Borough.

### **The Contribution of Youth Work to Integrated Services Evidence from North East Regional Youth Work Unit**

3.34 The Committee was pleased to receive a presentation from Leon Mexter, Chief Executive of the North East Regional Youth Work Unit on the contribution of youth work to integrated services. The presentation outlined the history of youth work and policy context, challenges and opportunities and best practice.

3.35 Leon Mexter defined youth work as a process of **informal** personal and social education, founded on a **voluntary relationship** with young people that strives to challenge discrimination, develop understanding and empower individuals and groups. The purpose of the work must be predominantly that of achieving outcomes related to young people's personal and social development. The methods include the extensive use of experiential learning and in small groups.

3.36 Youth work fits within the broader range of integrated youth support as follows:



3.37 Youth work is located in general youth clubs, local youth projects and specialist projects delivering detached youth work, drugs education, citizenship in schools, alternative educational provision, sexual health, crime diversion, teenage pregnancy, participation and inclusion, health etc.

3.38 The presentation summarised that youth work offers:

- a universal service to young people, offering places to go and things to do
- a structured informal education intervention in the lives of young people
- assists in developing better outcomes for young people
- the “Heineken Effect” – reaches the young people other services don’t reach
- most experienced deliverers of youth participation
- a well trained workforce
- flexible programmes of personal and social development for young people
- a track record of multi agency working

3.39 The presentation reinforced:

- the importance of informal education – youth clubs cannot be just about leisure
- the need to assess impact – Is the intervention working?
- the value of detached work in reaching the hard to reach
- that centres need to adapt and change – there is some evidence that attendance in traditional type provision has fallen. Councils could consider reducing the number of settings but make them really attractive quality youth centres
- when resources are tight, Councils should consider working in partnership with the third and private sector
- there is persuasive evidence of the value of moving towards more targeted approaches

## **IYSS Structure: Description of Service**

3.40 The Integrated Youth Support Service (IYSS) was implemented in response to national drivers on the youth support agenda and local developments as Integrated Service Areas (ISAs) and Integrated Services were rolled out. The IYSS encompasses a range of operational activity previously delivered through Connexions Service, Youth Service and Youth Offending Service (YOS). Whilst the Connexions Service and Youth Service ceased to exist as separate entities on 31 March 2008, Connexions Personal Adviser delivery and Youth Work approaches remain key and significant parts of the overall service. Although there continues to be a Youth Justice Plan (a requirement of the Youth Justice Board) the Youth Offending Service is now an integral part of the IYSS approach.

3.41 During the initial roll out of the Integrated Service Area model the delivery of Youth Support across the Borough was based on a range of Youth Support Teams operating on both a Borough wide basis as part of the IYSS and also as part of ISA teams. Following a review of management accountabilities within Children's Services a comprehensive youth portfolio was developed. As from 1 April 2010 all youth support teams sit within the IYSS and although teams continue to deliver on a Borough wide and geographical (ISA) basis, all team managers report through a functional accountability model to the IYSS Manager.

3.42 There is an IYSS Youth Support team in each of the four geographical ISAs. These comprise of Connexions Personal Advisers, Youth Workers and staff from the former YOS Preventions Unit (Connexions Positive Activities for Young People and YJB Preventions). Each of these teams is supported by a Youth Support Team Manager (YSTM), though each also has a functional responsibility for frontline staff delivering on specific service strands. Each team is also supported by a Youth Support Officer (previously called YSSO) in order to ensure that the service meets the needs of young people for activities and challenges outside the school day through a diverse, flexible and proactive programme run by youth centres and by staff seconded into voluntary youth provision.

3.43 The ISA Youth Support teams deliver:

- Universal Services – e.g. Information Advice and Guidance , Things to do/Places to go (Youth Activities)
- Targeted Youth Support – identifying those at risk and using preventative approaches.

3.44 The ISA Youth Support teams focus upon the early intervention and prevention agenda. They deliver both Universal Services and some elements of Targeted Youth Support in order to ensure that young people are supported as they make the transition into adulthood.

3.45 In addition to geographical teams, there are a range of IYSS Youth Support teams delivering Borough wide services. These comprise of YOS staff, Connexions Personal Advisers and Youth Workers from the former Youth Service Inclusion Unit and Youth Empowerment service. In addition, a client management unit tracks the movement of young people across ISA areas and out of the Borough. The IYSS also manages a number of Borough wide externally funded initiatives such as Youth Crime Action Plan (YCAP), Get on in Life (GOIL) and V Talent.

3.46 IYSS Borough wide teams deliver:

- Services to those with significant needs requiring intensive levels of support.
- Services to those organisations (e.g. Pupil Referral Unit, Special Schools) that have a Borough wide remit and require specialist support.
- A Borough wide approach to some of the key MI requirements (e.g. NEET / Not Known tracking)
- Project management activities (such as YCAP / ESF / co-financing initiatives)
- Statutory case management for Young Offenders.

3.47 IYSS sits within Children and Young People's Operational Services. Accountability for service provision and outcomes is held by the Positive Contribution and Economic Well Being Partnership Group on behalf of the Children's Trust Board. The YOS Management Board also holds accountability for aspects around Youth Offending, as does the 14-19 Board for participation and progression in learning (NEETs).

3.48 The Management Structure and IYSS Structure is attached at **Appendix 1**.

3.49 Youth Workers are all employed in Joint National Conditions (Youth and Community) contracts. This has been the traditional contract for all youth workers across the country. With the introduction of Single Status by the Local Authority, most of the workforce apart from specific groups, such as youth workers and a number of education related staff, have been moved by job evaluation onto the Single Status regime. For historical reasons, inconsistencies have arisen in youth worker contracts which could leave the Authority open to legal challenge.

### **Targeted Youth Services**

3.50 The work of the Select Committee has focused specifically on universal youth services provided through core funding from the Council primarily through the Council's 24 youth clubs. However, the Committee have also received evidence about targeted activities in order to understand the full picture of youth provision in the Borough and have taken the opportunity to visit some examples of targeted provision in addition to visiting the 24 "general" youth clubs.

3.51 Targeted youth support aims to ensure that the needs of vulnerable teenagers are identified early and met by agencies working together effectively – in ways that are shaped by the views and experiences of young people themselves. A central aim of targeted youth support is to help vulnerable young people early, to address their difficulties as soon as possible and prevent their problems escalating. Effective targeted youth support addresses the risk factors that may result in poor outcomes and helps build vulnerable young people's resilience. In particular, it aims to:

- Develop young people's social and emotional skills, enabling them to make positive choices, manage change and navigate risk
- Raise young people's aspirations and help them to achieve and feel positive towards learning. This includes helping them to be engaged, and stay engaged, in the wider range of learning opportunities becoming available for 14–19 year-olds
- Help foster supportive and positive families, communities and peer groups



3.52 Addressing risk factors and building the resilience of young people can help avert and address a range of problems, including:

- Youth offending/anti-social behaviour
- Drug or alcohol misuse
- Under-18 conceptions and poor sexual health
- Poor outcomes for teenage parents and their children
- 16–18 year-olds not in education, employment and training
- Low attainment
- Running away and youth homelessness
- Poor mental health
- Entry into care

3.53 A core budget from the Council of £588,748 delivers the following programmes:

- Targeted Youth Support
- Duke of Edinburgh Award Scheme
- Youth Space
- After Schools and Outdoor Activities
- Youth Bus

3.54 The following programmes are delivered through time limited funding streams totalling £1,393,868. Funding for these programmes ceases 31 March 2011 and new funding streams from Government have yet to be identified: :

- Get on in Life project
- YCAP/ PAYP – A Way Out, Arlington Park, Norton Grange, Five Lamps Youthy, Beat the Boredom
- Youth Opportunities Fund
- VTalent

3.55 A more detailed summary of programmes and costs for targeted youth service activities is attached at **Appendix 2**.

## 4.0 UNIVERSAL YOUTH SERVICE – ANALYSIS OF CURRENT PROVISION

### Mapping of Current Universal Provision (Analysis of data included in this section is for 2009/10)

4.1 Provision of positive activities is delivered across integrated service areas, through a range of Youth Clubs, Community Centre provision and schools. Youth workers and other professionals play a central role in the delivery of these services. Often they are able to build relationships with young people that other professionals may find challenging. The best youth work challenges young people to have high aspirations and provides them with the skills to succeed in and out of education.

4.2 The number of settings at present is 24, delivering universal youth services, through youth club provision across the Borough. This includes three recently developed youth cafés. A further youth cafe is in development at Ingleby Barwick. **Appendix 3** lists the 24 clubs with information about ward, ISA, opening, activities, staffing and admissions cost. **Appendices 4 and 5** lists the clubs and shows their location with a half mile and mile catchment, respectively. The proposed location of *myplace* is also illustrated.

4.3 During 2009/10, the 24 youth clubs recorded a total of 3,068 attendees (i.e. the number of individual young people having attended a club). The average age of individuals using the clubs was 14.6 yrs. Analysis of the data revealed a marked difference in attendances between clubs. The most well used centres were Fairfield (331 attendees), Grangefield (268 attendees), and Robert Atkinson (248 attendees). The least well used were Long Newton (17 attendees), Primrose Hill (39 attendees) and Stillington (47 attendees). Footfall (i.e. the number of times a young person attends a centre) shows a similar pattern. Attendance and footfall for each club is set out below:

Centre	YP P/A	Footfall P/A
Albany	102	514
All Saints	131	911
Billingham Campus	100	685
Billingham Central Youth Café	151	1210
Chapel Road	114	741
Chill Zone	134	1022
Egglescliffe	187	651
Elmtree	86	419
Elmwood	71	480
Fairfield	331	2260
Grangefield	268	1189
Hanger	204	1570
Hardwick	146	852
Ingleby Barwick	186	2062
Kirklevington	55	562
Layfield	60	348
Long Newton	17	243
Primrose Hill	39	243
Ragworth	119	450
Raycc	248	1847
Redhill	81	521
St Michaels	120	581
Stillington	47	828
Willows	71	347
<b>Totals</b>	<b>3068</b>	<b>20536</b>

4.4 Gender information is available for 3,007 of the 3,068 attendees (98%). Of these 1,889 attendees were male (62.8%) and 1,118 were female (37.2%). Just five centres recorded more female attendees than male: Billingham Central, Chill Zone, Primrose Hill, St Michaels and Stillington.

4.5 Target group detail is available for 2,416 of the 3,068 attendees (78.7%). Of these:

- 184 were individuals in Target Group 1 ( 7.6% of the total with target group data available); and
- 615 were individuals in Target Group 2 (25.4% of the total with target group data available)

(Note: Target group definitions based on Connexions Case Information System).

4.6 Information on those individuals with learning difficulties and/or disabilities (LDD) is available for 2,355 of the 3,068 (76.7%). Of these attendees, a significant number (381) had an LDD.

4.7 Ethnicity data is available for 2,438 of the 3,068 attendees (79.5%). Where ethnicity data was provided, the vast majority (96.2%) of individuals were White British, followed by Pakistani (1%).

4.8 These percentages are in line with intelligence held for the Borough as a whole from census and other data sources.

4.9 Information on attendees engaged with the Youth Offending Service (YOS) is available for 2,450 of the 3,068 attendees (80%). Of these, 51 attendees were engaged with the YOS (1.7%). Fairfield (10), Billingham Central (6) and Chill Zone (6) had the most whilst nine clubs recorded none in the period: Billingham Campus, Egglecliffe, Kirklevington, Layfield, Long Newton, Primrose Hill, St Michael's, Stillington and Willows.

4.10 Analysis of attendance data and inputting onto the Geographical Information System presents a picture of the catchment for each club. This information is presented on a map for each centre at **Appendix 6**. The maps illustrate that, although each club draws attendees in the main from the local area, most clubs do attract attendees from further afield. Some centres such as Fairfield and Grangefield are particularly successful in attracting attendees from a wider geographical area.

4.11 Data analysis also illustrates the uneven spread of provision throughout the week and the lack of provision at weekends.

#### **Data Analysis - Key Findings:**

- Wide variation in attendees and footfall between clubs
- Some clubs attract attendance from a wide geographical area
- Clubs attract attendance from young people falling within targeted groups
- Uneven spread of youth clubs open throughout the week
- Lack of universal provision at weekends

## Performance

4.12 Performance data relating to youth services has been collected and reported for a number of years, but because of the voluntary nature of the collection process, it has tended to be unreliable and patchy in nature.

4.13 The main vehicle for providing performance/benchmarking information was the National Youth Agency (NYA) annual audit, which was discontinued in 2007-08. This was a voluntary reporting of data by local authorities covering areas of expenditure, workforce and outcomes. About 120 local authorities provided their benchmark figures for the 2007-08 analysis, which is less than half of the Local Authorities in England. Stockton's results showed a service performing at less than average levels for contacts (ranked 70<sup>th</sup>), participants (ranked 84<sup>th</sup>) and accredited outcomes (ranked 102<sup>nd</sup>), although slightly better than average on recorded outcomes (54<sup>th</sup>).

("Contacts" are sometimes referred to as "reach" or numbers of people through the door, whereas "participation" requires a longer-term involvement with the service.)

4.14 The outcome measures used in the NYA framework were used locally to set targets for Youth Service provision and to monitor performance through clinics established during 08-09. The year end position for 2008-09 shows a broadly similar position to that referred to above:

- below target on contacts (4,027 against a target of 4,500);
- achieved participation target (2,780 against a target of 2,700);
- exceeded target for recorded outcomes (1,943 against a target of 1,620);
- well below target on accredited outcomes (387 against a target of 810).

4.15 **NI 110 – Young people's participation in positive activities** – was introduced as part of the new National indicator Set in 2008/09. This was intended to measure (through the Tellus Survey) and drive improved performance around the participation of young people in positive activities.

4.16 The results for these (compulsory) National Indicators don't appear to be much more reliable than those gained through the voluntary methodology of the YHA, with large swings from Year 1 to Year 2 for individual authorities and for regional and national comparators. The table below summarises these results:

4.17 Taken at face value, the results for 2009/10 show Stockton's performance improving from below regional and sub-regional averages to become the highest performing Authority in the Tees Valley and above the national (All-England) average.

<b>NI 110 – Young people’s participation in positive activities</b>		
<b>Authority</b>	<b>2008-09</b>	<b>2009-10</b>
<b>Darlington BC</b>	67.6%	65.6%
<b>Hartlepool BC</b>	69.6%	56.2%
<b>Middlesbrough BC</b>	54.8%	57.9%
<b>Redcar and Cleveland BC</b>	66.2%	52.8%
<b>Stockton-on-Tees BC</b>	<b>62.5%</b>	<b>65.9%</b>
<b>Tees Valley average</b>	64.1%	59.7%
<b>North East average</b>	66.1%	61.9%
<b>All-England average</b>	68.2%	65.8%

4.18 The measurement of this National Indicator was discontinued in 2010/11 as part of the dismantling of the overall National performance Framework.

4.19 No information has been systematically collected or reported in the past about the performance of provision delivered by third sector organisations, either in terms of numbers involved or the quality of the provision. Some useable information is gathered through contract compliance and monitoring activity, but this is not generally available on a regional or national level.

#### **Site Visits to Youth Clubs**

4.20 As part of the review, Committee Members felt that it was essential to visit all of the 24 youth clubs in order to gain an understanding of the activities, assess the quality of provision and identify any particular issues/ problems. The Committee also took the opportunity to visit a number of targeted activities to compare these with the universal services.

4.21 A detailed summary of the site visits is attached at **Appendix 7**.

4.22 Whilst there was a considerable degree of commonality in respect of the programmes and activities and the role of the youth workers at each club, the Committee observed a wide variation in the quality of facilities and the offer, for example:

- Outdoor space – some clubs benefited from nearby, safe outdoor space for outdoor games and activities, others had none. This was particularly a problem where space within the club was at a premium
- Appearance – some clubs were in good repair and decoration others were distinctly tired and dingy
- Shared use – some clubs were free to “personalise” the clubs with wall displays etc. others were restricted owing to other uses of the premises/ community buildings
- Size – some clubs benefited from generous, flexible space to utilise whilst in others space was at a premium
- Activities – some clubs offered a more exiting range of activities. There were also inconsistencies in provision of laptops/ PCs and internet access

4.23 The Committee concluded that the service would be improved by reconfiguring provision around a smaller number of quality centres.

**Youth Club Site Visits - Key Findings:**

- Wide variation in the quality of facilities and offer, buildings (size and flexibility) and attendance
- Desire for better quality provision
- Resource is spread too thinly across too many centres
- Some young people just want somewhere to “hang out” and “chill” and are less interested in outcomes/ accreditations

**Finance**

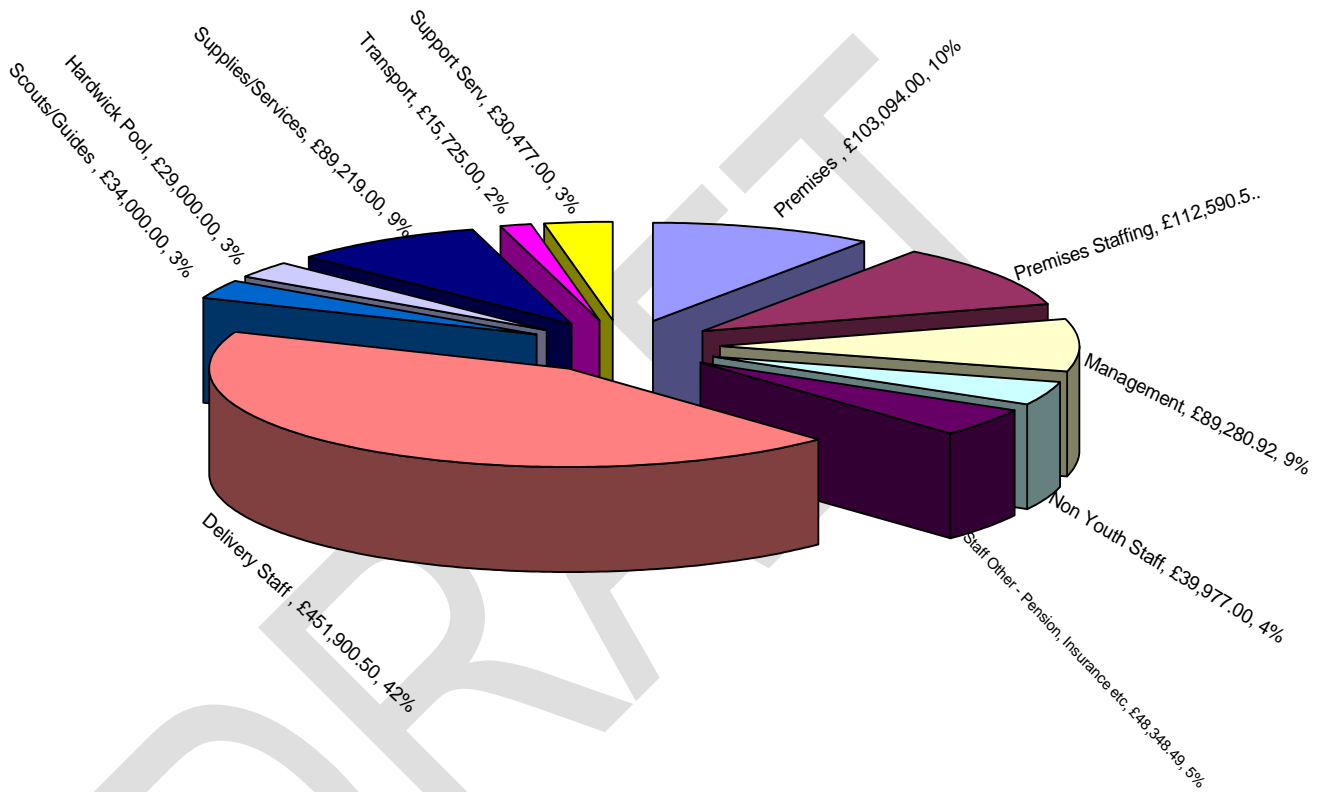
(Financial information included in this section is for 2009/10)

4.24 The Committee received a range of financial information relating to Youth Service budgets for 2009/10.

Income for integrated youth services is set out below:

<b>IYSS Income</b>	<b>Other Grants</b>	<b>TYS</b>	<b>Universal</b>	<b>Strategy</b>	<b>Total</b>
<b>YOF</b>	£130,962.00				<b>£130,962.00</b>
<b>Management Committee Income</b>			£73,997.00		<b>£73,997.00</b>
<b>PAYP</b>	£250,680.00				<b>£250,680.00</b>
<b>LSC Income</b>	£519,726.00				<b>£519,726.00</b>
<b>V Talent</b>	£142,500.00				<b>£142,500.00</b>
<b>Think Family</b>	£175,000.00				<b>£175,000.00</b>
<b>YCAP</b>	£175,000.00				<b>£175,000.00</b>
<b>SBC</b>		£588,748.00	£922,271.00	£147,753.00	<b>£1,658,772.00</b>
<b>Totals</b>	<b>£1,393,868.00</b>	<b>£588,748.00</b>	<b>£996,268.00</b>	<b>£147,753.00</b>	<b>£3,126,637.00</b>

4.25 The following pie chart illustrates how the £1 million spend is used to deliver Universal Youth Services through youth club settings:



4.26 The following table gives a breakdown on the resources that are committed for each youth club:

Centre	YP P/A	Footfall P/A	Staffing Youth Delivery	Premises Staffing	Centre Cost	Total Cost
Albany	102	514	£23,642	£0	£1,425	£25,067
All Saints	131	911	£10,443	£0	£1,033	£11,476
Billingham Campus	100	685	£15,043	£0	£1,485	£16,528
Billingham Central Youth Café	151	1210	£29,151	£0	£26,776	£55,927
Chapel Road	114	741	£22,703	£6,675	£10,999	£40,377
Chill Zone	134	1022	£34,907	£0	£0	£34,907
Egglescliffe	187	651	£19,895	£0	£2,568	£22,463
Elmtree	86	419	£16,946	£0	£0	£16,946
Elmwood	71	480	£23,593	£39,746	£17,764	£81,103
Fairfield	331	2260	£33,962	£0	£1,000	£34,962
Grangefield	268	1189	£37,302	£43,217	£31,974	£112,493
Hanger	204	1570	£24,452	£0	£4,662	£29,114
Hardwick	146	852	£23,307	£0	£0	£23,307
Ingleby Barwick	186	2062	£24,666	£0	£1,750	£26,416
Kirklevington	55	562	£13,777	£0	£500	£14,277
Layfield	60	348	£13,734	£0	£1,327	£15,061
Long Newton	17	243	£13,659	£9,106	£4,632	£27,397
Primrose Hil	39	243	£16,789	£0	£500	£17,289
Ragworth	119	450	£14,306	£0	£0	£14,306
Raycc	248	1847	£26,006	£31,963	£1,445	£59,414
Redhill	81	521	£19,079	£0	£0	£19,079
St Michaels	120	581	£16,223	£0	£0	£16,223
Stillington	47	828	£18,252	£9,934	£7,268	£35,454
Willows	71	347	£21,288	£0	£500	£21,788
<b>Total / £Average</b>	<b>3,068</b>	<b>20,536</b>	<b>£513,125</b>	<b>£140,642</b>	<b>£117,608</b>	<b>£771,375</b>

4.27 Further analysis of centre costs and footfall provides a footfall cost for every time a young person visits a youth club. Because there are significant centre costs (non youth related) associated with particular centres, this significantly increases footfall costs for some centres. The following table separates youth delivery staffing from other premises costs to give a more accurate representation of youth related footfall costs for each centre. Even with this disaggregation, there are still notable differences in footfall costs between centres.

4.28 The Committee is mindful that it is difficult to compare all youth settings on a “like for like” basis as some are more sports/ activity oriented whilst some provide a more traditional youth club/ youth work setting.



4.29 The Committee also observed that targeted activities were demonstrating better value for money in terms of footfall and outcomes. (**Appendix 2 refers**)

**Unit Cost Based on Footfall**

Centre	Staffing Youth Delivery	Premises / Centre	Total
Albany	£46	£3	£49
All Saints	£11	£1	£13
Billingham Campus	£22	£2	£24
Billingham Central Youth Café	£24	£22	£46
Chapel Road	£31	£24	£54
Chill Zone	£34	£0	£34
Egglescliffe	£31	£4	£35
Elmtree	£40	£0	£40
Elmwood	£49	£120	£169
Fairfield	£15	£0	£15
Grangefield	£31	£63	£95
Hanger	£16	£3	£19
Hardwick	£27	£0	£27
Ingleby Barwick	£12	£1	£13
Kirklevington	£25	£1	£25
Layfield	£39	£4	£43
Long Newton	£56	£57	£113
Primrose Hil	£69	£2	£71
Ragworth	£32	£0	£32
Raycc	£14	£18	£32
Redhill	£37	£0	£37
St Michaels	£28	£0	£28
Stillington	£22	£21	£43
Willows	£61	£1	£63
	£32	£14	£47

**Finance - Key Findings:**

- Significant variation in average costs between clubs
- There are significant premises costs (approximately £200,000 not related to youth activity) associated with particular centres
- Targeted activities are demonstrating better value for money in terms of unit costs and outcomes

## Consultation Feedback

### *Views of Young People*

4.30 The following recurring themes can be highlighted from a trawl of recent consultations with young people:

- Issues around transport and accessibility to some events/ venues
- Cost is a consideration, including transport
- Sports/arts/music/outdoor activities are valued
- Young people do want safe areas to be able to relax and do nothing in particular
- Opening times need to be more varied with more provision at weekends and during school holidays
- Information, advice and guidance were seen as important
- Young people like to identify with places that they receive services from and feel some ownership
- Outdoor activities such as parks and sports pitches were important but still needed to be safe

4.31 As part of the Select Committee review, the Committee was keen to seek further feedback from young people specifically in relation to their experience of youth clubs. The Committee also expressed a desire to hear from young people not attending youth clubs. To seek views an on line survey of young people took place between 1 June and 2 July. Flyers advertising the survey were circulated widely and hard copy questionnaires were also distributed to youth clubs and other youth projects and events. A number of schools within the Borough assisted with the completion of questionnaires on line in IT and PSHE lessons. Five young people were selected at random as winners of an iPod nano. A total of 888 questionnaires were completed. 63% of respondents had visited a youth club. Top line feedback from the survey is attached at **Appendix 8**.

### **Youth Club Survey – Key Findings:**

- The main reasons for attending a youth club were for “something to do” and “somewhere to go”
- Most attended a youth club about once a week
- The most common mode of transport to a youth club was on foot (65%)
- Those attending a youth club rated the overall youth club and staff most highly
- Top answers for how youth clubs could be made better included better/ more opening times and better sports and outside facilities
- The main reason cited for not attending a youth club was “no interest”
- The most popular activities attended other than youth clubs was other sports clubs closely followed by football clubs and gyms
- When asked what activities respondents would like to see in the Borough the top answer was “generally more to do” followed by parks with safe facilities for teenagers

### *Views of Staff*

4.32 The Chair and Vice Chair attended a staff forum on 9 September 2010. Staff were asked to identify good things about the services and things to change/improve. A full copy of the feedback from staff is attached at **Appendix 9**.

At the end of the session staff highlighted the following issues:

*Good Things:*

- Universal access based on need
- Committed and flexible staff
- Diversity and variety of the service
- Local provision

*Things to change:*

- More resources/ finance needed
- More flexible deployment and use of youth service staff
- Transport an issue
- Need to think of other ways to engage with young people who are not interested in accreditations
- Review age range
- Need to reach all cultures in Stockton

### **Other Staffing Issues**

4.33 Youth Workers are all employed in Joint National Conditions (Youth and Community) contracts. This has been the traditional contract for all youth workers across the country. With the introduction of Single Status by the Local Authority, most of the workforce apart from specific groups, such as youth workers and a number of education related staff, have been moved by job evaluation onto the Single Status regime.

4.34 The move to more targeted and outcome based approaches has led to a national drive to improve professional status of youth workers. There is currently too much reliance on sessional staff that deliver youth work on top of their substantive full time roles. The balance needs addressing to deliver modern youth work approaches, as does some issues with current terms and conditions of youth work staff as there are inconsistencies in contracts which could leave the Authority open to legal challenge.

### **Views of Community and Voluntary Sector**

4.35 Allison Agius from Catalyst (the strategic body for the Voluntary and Community Sector in Stockton) facilitated feedback from the sector. Feedback from the sector indicated that there was an appetite for greater involvement in the delivery of youth services.

Key messages from the sector can be summarised as follows:

- The voluntary and community sector already provide a range of youth services to a very high standard
- Many organisations in the sector had strong links with the community and grass roots knowledge
- The sector was diverse, flexible and innovative, was not averse to taking risks and had the ability to promote change
- The sector were well placed to attract significant funding from external sources
- The sector could access funds the statutory sector could not as well as “accessing” the young people the statutory bodies could not reach
- The sector often provided youth services to a wider and younger age group
- There was scope for community assets to be transferred to the sector
- There were concerns about the My Place project: that it would result in cuts in the youth service elsewhere; it was not what young people wanted; the location was a concern; travel was an issue; and some young people were very territorial and might not travel to the venue, young people in rural areas would have particular problems accessing it and there had been a limited information to the sector about the project
- Disparity in pay and conditions between Council employees and the voluntary and community sector presented a significant barrier to commissioning. Other barriers around commissioning were around lack of communication, the size of contracts (aggregation), timescales and lack of capacity within the sector

4.36 During the course of the review, Committee Members visited Gateshead Council and Sunderland City Council. The Committee were particularly interested in learning about the youth service in Sunderland as their universal youth service had been commissioned out five years ago. The Committee also had the opportunity to visit one of the Council’s XL Youth Villages which was an innovative mobile youth provision delivered in partnership with the third sector and other agencies (**Appendix 10** refers). The Committee noted that the Sunderland model demonstrated the benefit of increased collaboration with the third sector and other agencies and noted similarities with some of the innovative targeted activities being delivered by the Council.

4.37 The Committee acknowledged that whilst a range of targeted youth support activities have been delivered in partnership with the voluntary and community sector, this has not been as prevalent within the universal service. The Committee supported a “mixed economy” approach involving the statutory and third sector as they believed that this had demonstrated an effective model in a range of settings. The Committee concluded that the balance between in house provision and commissioned services should be explored in relation to universal youth services.

## Myplace

4.38 In March 2009, the Council was successful in a bid to the DCSF for *myplace* funding to build an iconic £5 million youth facility on a site off Norton Road. The building was to provide the central hub for the delivery of a wide range of facilities for young people aged 11 – 19 years to access services and activities to enhance their personal, educational and social development seven days a week. The funding to be received was for the capital costs for the project only. The business case identified that the revenue costs of approximately £277,000 would need to be found from within existing Youth Service budgets. The co-location of the new North Shore Health Academy was linked to further opportunities for young people and the long term sustainability of *myplace*.

4.39 The business case for *myplace* envisaged that it would provide the central hub for the delivery of a wide range of facilities including a young people's socializing area, training and education suites, counseling, health, café area and a range of vocational workshop areas, sports, art, cooking, music and performance facilities. Although the primary stakeholder of *myplace* was the Local Authority, it was the intention that *myplace* would become the delivery location for many agencies and partners involved in the delivery of key services to and for young people, including voluntary, statutory, public and private providers.

4.40 The overall objectives for the centre was identified as raising of aspiration for young people, empowering them to make positive contribution to society, to increase participation and engagement in meaningful positive leisure time activities, to reduce those not engaged in education, employment or training, and to increase positive activities that develop resilience in vulnerable groups.

4.41 Whilst the Select Committee's work has not been to scrutinise the *myplace* project, the Committee needed to have regard to the development of *myplace* alongside other youth provision; the original scope of the review also tasked the Committee to identify revenue resources to deliver *myplace*.

4.42 Enquiries from other Tees Valley Councils as to their funding strategies revealed that Middlesbrough were concentrating on income generation from core activities. Redcar and Cleveland envisaged that the initial stages of the project would be heavily dependent on Local Authority funding but has established a group to develop plans developing a wider funding base with a mix of funding streams.

4.43 Of the capital allocation received, the Council have spent approximately £495,000 to date largely on the professional fees required to get the scheme designed to the standard required by DfE/Big Lottery. Development and Neighbourhood Services are also expecting to charge a further £150,000 during the rest of the financial year on taking the scheme to its conclusion and have factored this sum into their fee income projections for the year.

4.44 During the course of the review, a number of concerns emerged regarding the *myplace* project:

- During the visits young people currently attending local clubs have commented that they would want to see the continuation of local provision and Members of the Committee are concerned that the annual revenue contribution of £277,000 for the *myplace* development may be to the detriment of local provision.

- Initial feedback from the voluntary and community sector has also revealed that there are concerns that the project would result in cuts in the youth service elsewhere, it is not what young people want, the location is a concern, travel is an issue and some young people are very territorial and may not travel to the venue.
- At the meeting of the Children and Young People Select Committee on 14 July 2010, the Committee were also advised that the plans to develop the site for the new North Shore Health Academy under BSF were to be reviewed. The Committee feel that this recent development means that the *myplace* project on the proposed site is no longer a viable option owing to the timing of the contract for letting *myplace*, uncertainty around the academy scheme, shared infrastructure issues between the academy and *myplace* and loss of linkages for young people between the academy and *myplace*.

4.45 Given the other concerns already vocalized and financial pressures, the Committee recommended to Cabinet in August 2010 that, in the light of uncertainties around the future of the North Shore Health Academy and the pressure on youth service provision, the Council writes to the Department for Education and the Big Lottery asking whether the capital funding for *myplace* can be used more flexibly to develop services and facilities for young people across the Borough.

4.46 The Council is still in discussion with the Department for Education about using the resources more flexibly. If this is not possible the Select Committee maintain that the *myplace* development should not be progressed as it is presently planned.

## **Conclusion**

4.47 The Committee concluded that there was wide variation in the quality of youth club facilities and attendances. The Committee also acknowledged that some clubs represented better value for money than others. There were also gaps in provision with uneven spread of provision across the week and a lack of provision at weekends. The Committee concluded that there was a compelling argument to reconfigure the services around a smaller number of quality centres.

4.48 The Committee also supported a “mixed economy” approach involving the statutory and third sector as they believed that this had demonstrated an effective model in a range of settings. The Committee concluded that officers pursue opportunities for increased collaboration with the third sector of private sector in providing universal services.

4.49 The Committee also noted that targeted activities were demonstrating better value for money in terms of footfall and outcomes and concluded that it was important to protect delivery of targeted youth services taking into account the impact of these services.

## Recommendations

1. That, taking into account any emerging Government guidance and the impact of the comprehensive spending review, and recognising that targeted youth services have proven to be more effective and have provided better value for money and more positive outcomes for young people than universal youth services, delivery of targeted youth services be prioritised over universal services to ensure that this success is further enhanced.
2. That, recognising that there are currently a large number of universal youth club settings with several of these being poorly attended, the provision of universal youth services be reconfigured around a smaller number of high quality settings. (The remaining settings to be identified through the application of a matrix to assess sustainability based upon factors which include footfall, suitability of buildings and geographical spread).
3. That premises/ lettings arrangements for youth activities be reviewed by the Asset EIT review to ensure they provide value for money.
4. That contractual arrangements for youth services staff are reviewed in order to ensure consistency across the service, to implement single status and to move to more substantive contracts (i.e. increased hours) for youth service staff.
5. That officers pursue opportunities, where appropriate and subject to funding, for increased collaboration with the voluntary and community sector and private sector in providing universal services, including consideration of commissioning opportunities.
6. That serious consideration is given to pursuing a more flexible use of the capital funding for *myplace* to support youth service delivery across the Borough, if this is allowable under the terms of the agreement and further advice from Big Lottery and DfE and that, in the absence of this, the Select Committee recommends that the *myplace* development should not be progressed as it is presently planned.
7. That the future involvement of young people on the Children and Young People Select Committee be formalised through the introduction of appropriate engagement mechanisms to be introduced for the 2011/12 municipal year.
8. That, subject to safeguarding issues, officers explore the further use of social media to engage with young people.