

Health and Wellbeing Board

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Review of Youth Services in County Durham

Report of Carole Payne, Head of Children's Services, Children and Adult Services, Durham County Council

Purpose of the Report

- 1 The purpose of this report is to inform the Health and Wellbeing Board of the review of Youth Services in County Durham and to provide details surrounding the consultation process.

Background

- 2 The Council's current Medium Term Financial Plan (MTFP) requires efficiency savings of approximately £260m from 2011/12 until 2019/20. The Council anticipates that further savings of £37m will be required in 2016/17 and 2017/18. Savings targets for Children and Adults Services (CAS) are currently £17.3m for 2016/17 and £20m for 2017/18, with further budget reductions expected for the service in 2018/19.
- 3 Historically the youth support service was a distinct service however, since the introduction of the One Point Service in 2011, the provision of support for young people has formed an integral part of the broader early help offer delivered in and through the One Point Service.
- 4 The wider One Point Service budget equates to £8,666,485 and this review will contribute an efficiency of approximately £1million from this budget towards the Council's overall savings targets.
- 5 To date the main focus of Council funded youth services has been the provision of universal youth sessions which any young person aged 13 – 19 can access through youth clubs across the County. This provision is in addition to a wide range of diverse opportunities for young people delivered in and through voluntary and community sector organisations.
- 6 The youth provision has evolved over time and has not been based on a strategic assessment of need to inform where it is most needed.
- 7 A number of these projects receive additional funding ranging from £430 up to £27,768 through a Youth Work Support Grant (YWWSG) totalling £194,684. The purpose of the grant has been to provide additional financial support to community organisations to support the delivery of open access youth projects.

- 8 Of the 42,618¹ young people aged 13 – 19 years living in County Durham, 17,978 young people live within the top 30% most deprived Super Output Area². Current youth work performance data shows that youth workers are in sustained contact with 9% of young people who live in an area of identified deprivation, with 8% achieving an outcome based on improving social and emotional capabilities.

Policy Context

- 9 Following the 2010 election, the coalition government established an Education Select Committee to review services for young people. As a result the commitment to providing support to young people was confirmed and is outlined in three documents:
- Positive for Youth: a new approach to cross-government policy for young people aged 13-19;
 - Statutory Guidance for Local Authorities on Services and Activities to Improve Young People's Well-being;
 - A Framework of Outcomes for Young People that was published in 2011/12.
- 10 The documents set out a strategic requirement for Councils to secure, so far as is reasonably practicable, a local offer that is sufficient to meet local needs. All documents emphasise the use of local authority resources to support a more targeted approach to meeting the needs of young people and highlight the key role of the voluntary and community sector in the delivery of the universal offer of youth activities.

Youth Service Review

- 11 The review considered a range of factors that impact on outcomes for these young people including:
- Deprivation
 - Child Poverty
 - Educational Attainment and Progression; and
 - Health
- 12 The review has highlighted a clear link between young people who live in areas of identified deprivation and poor outcomes across a range of social issues.

¹ Office of National Statistics 2013

² Super output Areas are a geography for the collection and publication of small area statistics. SOAs give an improved basis for comparison across the country because the units are more similar in size of population, than for example, electoral wards.

- 13 It has also highlighted that the current youth work delivery model has not adequately impacted upon outcomes for young people across a range of indicators in the County. Numbers of young people achieving a positive outcome through youth work are low particularly in those areas of identified high deprivation.
- 14 In addition to the analysis of outcomes, information has been gathered from 8 regional local authorities which highlighted that all have made significant reductions to youth work budgets ranging from 45% to 72% since the introduction of austerity in 2010. All have made a shift towards a targeted model of youth provision and all are making further reductions.
- 15 The proposals put forward for consultation as a result of the review are intended to improve service delivery and improve outcomes for young people, while at the same time reducing the cost base of the service.

Proposals:

- 16 Based on the review, three key proposals form the consultation; they are as follows:
1. A Strategy for Youth Support in County Durham
 2. Deploy Council Resources according to need to deliver a Targeted Youth Support Service
 3. Ceasing the existing Youth Work Support Grant (YWSG) and the allocation of funding to each Area Action Partnership (AAP) to address local priorities linked to Youth Services.

Proposal 1:

- 17 A Strategy for Youth Support in County Durham has been developed and sets out the Council's Vision as:
- Ensure those young people who require additional help are identified and supported to achieve good outcomes; and
 - Work in partnership with other providers, including the Voluntary and Community Sector, to ensure young people can access universal provision and activities
- 18 To do this the Council must ensure that those young people who require additional help are identified early and supported through a targeted approach that will secure improved outcomes such as:
- Improved school attendance
 - Reduced risk of fixed term exclusions
 - Improved economic prosperity through successful progression to further employment, education or training;
 - Improved health outcomes, including emotional health and wellbeing
 - Young people kept safe from harm.

Proposal 2:

- 19 The review has shown that only a small proportion of young people access the youth service, despite universal access being offered. At the same time, outcomes for vulnerable young people need to improve.
- 20 It is proposed therefore, that Council resources should be deployed, according to need, so that a targeted service can be provided. This will mean that universal, open access youth work will no longer be provided.
- 21 The proposed model for Targeted Youth Support recognises that outcomes for young people can be affected firstly by a range of social issues within the family, home and community and secondly by issues which may affect their education and school life.
- 22 In order to move to determine a basis for resource allocation, a methodology has been developed to measure need across the County. The data relating to young people's outcomes across County Durham was therefore considered in two parts; social need and educational/school based need.

- 23 **Part 1: Basket of Social Indicators.** The following measures were used to develop a ranking:

- Proportion of young people in households with incomes less than 60% of the median national average;
- Proportion of young people subject to a single assessment at Level 3 (requiring early help but below statutory social work intervention level);
- Proportion of young people who are Not in Education, Employment or Training (NEET);
- Numbers of teen parents.

The analysis of each indicator showed that a close correlation exists between numbers of young people living within the top 30% most deprived SOA, and the range of other indicators. It was therefore appropriate to use numbers of young people living within the top 30% most deprived SOA as a measure of social need on which to base resource distribution.

- 24 **Part 2: Basket of School Based Indicators.** The following measures were used to develop a ranking:

- Young people in years 7 to 11, based on numbers of pupil enrolments 2014/15
- Levels of persistent absence
- Levels of fixed term exclusions

This analysis of school related measures showed a close correlation between numbers of pupil enrolments for academic year 2014/15 and the other indicators. It was therefore appropriate to use numbers of pupil enrolments for academic year 2014/15 as a measure of school based need on which to base resource distribution.

25 These two indicators have been used to assess an allocation of resources so that resource is matched to need.

26 Using the number of young people living in the top 30% most deprived SOA on which to base resource allocation will allow for the delivery of the following proposed models of targeted youth provision to meet young people's social needs:

- **Team Around the Family (TAF):** The Single Assessment and TAF approach is becoming embedded with all practitioners across the children's partnership. This multi-agency approach aims to ensure that our young people get early help and support to prevent those issues having a negative impact on their own life chances and to stem the potential for these issues to become inter-generational as young people go on to become parents themselves.
- **Team Around the Community (TAC):** A range of partners including Police, the Youth Offending Service, Anti-Social Behaviour Officers and Neighbourhood Wardens will support the identification of areas for concern. Where appropriate, youth workers, working in partnership with a range of professionals, will be deployed to the identified communities to build effective relationships with young people with the objective to address behaviour that is causing concern and improve relationships between young people and their communities.
- **Teen Parent Pathways:** County Durham has some of the highest teenage conception rates in the region and considerably higher rates than the national average. The One Point Service has developed a Teenage Parent Pathway. Youth Workers and other practitioners, support teen parents to develop a range of skills including confidence and self-esteem, parenting and child development. They support the young people to identify and progress into opportunities for further education, employment or training.
- **NEET³ Re-engagement:** These programmes are designed to support the continued development of re-engagement opportunities for young people who are NEET. Youth Workers work alongside Personal Advisors and support young people to develop skills which support them to progress into further education, training or employment.

27 Using the number of pupil enrolments for academic year 2014/15 on which to base resource allocation will allow for the delivery of the following proposed model of targeted youth provision to meet young people's school based needs:

- **Team Around the School:** The TAS brings the One Point Service into a close working arrangement with secondary schools in County Durham to quickly identify and provide early help to pupils and their families who are a cause for concern to schools. Interventions are delivered in a range of ways. Youth workers use their skills to engage often challenging young people in one-to-one and groupwork activities.

³ The term "NEET" refers to young people Not in Education, Employment or Training

They support young people to identify issues of concern to them and help them to build a range of skills that will ensure they become more resilient and able to deal with adversity. Workers also support families, providing an effective home-school link which ensures that difficulties that are being experienced both at home and at school are identified and addressed.

Proposal 3:

- 28 The YWSG currently supplements the staffing allocation provided by the Council for the delivery of universal open access youth work sessions.
- 29 The total budget of this grant is £194,684 and distribution levels range from £430 up to £27,768. These amounts have not been based on a strategic assessment of need and are based solely on historical arrangements that have evolved over time.
- 30 It is proposed that following the delivery of a minimum of £56,000 MTFP savings, the remaining YWSG be redirected to AAPs to address local priorities linked to youth services. The benefits that this approach will realise have been identified as follows:
- All AAPs have identified young people as a priority;
 - Additional funding will be provided to enhance community based services and bring added value to current community provision;
 - There will be an opportunity to maximise this resource through the potential for match funding;
 - Governance and monitoring arrangements are in place through the AAPs;
 - Decisions regarding funding will be taken at a local level by local people who understand the needs of their communities.

Consultation Timeline

30. A full 12 week consultation has commenced which involves all key stakeholders and which pays particular attention to the views of young people.
31. The consultation will seek the views and opinions of all key stakeholders potentially affected by the proposals, including all management committees currently supported by the YWSG.
32. The consultation and details of how to respond can be accessed through the Durham County Council website at the following address:
www.durham.gov.uk/youthsupportconsult
33. The following timeline is proposed:
- 12 week public consultation – **1st February – 27th April 2016**
 - Final decision of Cabinet – **Autumn 2016**

Recommendations

34. The Health and Wellbeing Board is recommended to:

- Note the Youth Service Review and the consultation process
- Encourage partner agencies to engage in the consultation process as set out in paragraph 32 above.
- Receive an update on the outcome of consultation and the decision of Durham County Council Cabinet in due course.

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Appendix 1: Implications

Finance – The proposals would enable efficiency savings in line with the County Council's Medium term Financial Plan (MTFP). The specific proposals in this report would deliver approximately £1 million from a rationalisation of buildings and a restructure of the staff resource designed to maximise savings whilst minimising reduction in the number of posts.

Staffing – A re-configuration of the staffing resource through a full HR exercise will be undertaken in 2016 in line with the County Council's Policies and Procedures.

Risk – The Council risks being unable to delivery its duty to support vulnerable young people if it continues to offer a predominantly universal service.

Equality and Diversity / Public Sector Equality Duty – An Initial Screening of the Equality Impact Assessment has been completed. A full Equality Impact Assessment will be complete following the proposed consultation and will be updated as the Project progresses.

Accommodation - The proposals to reduce the number of Youth Centre buildings could result in changes to accommodation arrangements for some staff. These staff could be accommodated in the One Point Hubs.

Crime and Disorder - Support to young people at risk of crime and disorder would be available through the model proposed.

Human Rights - N/A

Consultation - It is proposed that a 12 week consultation programme be undertaken which would involve all internal and external stakeholders.

Procurement - N/A

Disability Issues - An Initial Screening of the Equality Impact Assessment has been completed. A full Equality Impact Assessment will be complete following the proposed consultation and will be updated as the Project progresses. It takes consideration of the proposals on all stakeholders, regardless of their ethnicity, disability, etc.

Legal Implications - A full consultation programme is proposed that aims to ensure that the Council meets its statutory obligation.