



OFFICER REPORT TO EXECUTIVE

Developing Services For The Young People Of Surrey – Youth Project

21 October 2008

KEY ISSUE/DECISION:

A. INTRODUCTION:

1. In the 2008 budget speech, the Leader of the Council requested clarity on what direction of travel SCC's Youth Development Service (YDS) should take:
 - What kind of youth service do we need?
 - Who will provide the service?
 - How much can we afford?
2. The Youth Project set out to respond to these questions. Findings highlighted that:
 - a) there are a **broad range of universal provisions** in place for young people **delivered by a range of agencies** and
 - b) the **YDS is in a unique position** to play an **increased role** in delivering **targeted provision** to create positive outcomes for vulnerable young people, aged 13 to 19 with appropriate programmes in place to 11 to 12 year olds.

Emerging priorities

3. Since the beginning of this project the council has faced a number of challenges following on from the Joint Area Review (JAR) inspection. This report seeks to outline a co-ordinated response through developing a new Service for Young People in Surrey and builds on the work and recommendations of the Youth Project particularly in relation to the key outcome identified around targeted provision. It is clear that there needs to be a holistic and integrated approach to Youth Services in Surrey to ensure that young people are able to access the right services, at the right time, in the right place.
4. To date there has been initial work on developing a closer working relationship between the Youth Development Service, Youth Justice Service and Connexions (it is important to note that Connexions was only incorporated into Surrey in October 2007). However the arrangements proposed in this report provide an opportunity to build on and extend this work. Discussions with partners particularly the Youth Justice Service (YJS) and Connexions endorsed the need for progressing joint planning and improving the sharing of information.
5. In many cases the universal offer is provided by partners other than the county council (e.g. Voluntary, Community and Faith Sector (VCFS), districts and borough councils (D&BCs)). The work done through the youth project was light

touch due to challenging timescales and it is acknowledged that greater clarity of the universal offer available for the young people of Surrey is required through further mapping and improved communication of the offer.

BUSINESS CASE:

B. KEY DRIVERS:

6. Key national drivers to review and clarify the role of the YDS are:
 - Education and Inspections Act 2006 – requires local authorities to set out arrangements for securing positive leisure time activities and facilities for 13-19 year olds.
 - Youth Matters – indicates local authorities should have an integrated Youth Offer in place by end 2008.
 - Aiming High 2008 – includes measures to increase partnership working and to develop quality and capacity of youth work.
7. The current SCC policy context compels a clear steer on YDS' direction of travel:
 - The need to respond to the issues raised in the JAR.
 - Children and Young People (CYP) Plan Review of the existing plan's effectiveness based on the plan's eight key priorities (see Appendix B).
 - LAA priorities - sets out partnership priorities and targets for Surrey over three years (see Appendix C).
 - Targeted Youth Support – government driven, PSD led project looking at integrating services for vulnerable children and young people.
 - Corporate Plan 2009-13 includes youth as a newly added priority.

C. YDS & WIDER YOUTH OFFER:

8. Young people, the YDS and partners recognise that the YDS has a unique role within the youth offer as an advocate for young people and to develop and broker relationships between agencies. Please see [Appendix A](#) for more detail on YDS' approach to youth work. The consultation has highlighted that:
 - Young people have trusting relationships with youth workers
 - YDS training and core values promote trusting relationships
 - Partners commented on the good skills and expertise of the YDS in dealing with vulnerable young people
9. The YDS is only part of the wider youth offer in Surrey. D&BCs and the VCFS also play a significant role. The VCFS provides a range universal provision, such as youth groups, sports and youth clubs. In terms of targeted provision, the VCFS is an invaluable provider of services, e.g. for disabled young people, often supported by SCC funds. For D&BCs, provision tends to be leisure based and open to all (see for example, Epsom and Ewell provision in Appendix D). The YDS has funded 69 organisations to the cost of £325,000 in 2008/09.
10. Of all 375 young people asked, 38% go to sports clubs, 20% attend faith youth groups and 20% go to scouts or guides. In their spare time, young people like to go out (cinemas, cafés, bowling), play sports or generally meet with friends. The county council is working with partners to develop a website publicising positive activities for young people in their area, which should be live by early 2009. The website will share an operating system with the Early Years department to allow access to a comprehensive database. The interface for young people, however, will have a different, more young people focused style to the Early Years site.

11. The county council is not obliged to provide positive activities directly but can act as commissioner and has noted the need for publicising activities for young people and making them accessible. It is recommended that the CYP Commissioning Partnership in its leadership role help facilitate the wider youth offer by identifying joint priorities and supporting partnership working. The county council can then decide how to best use its existing resources and expertise to achieve the greatest impact on outcomes for young people.

D. DIRECTION OF TRAVEL:

12. Consultation, detailed analysis of the YDS and local priorities suggest the following direction of travel for the Youth Development service that is required:
 - To increase the impact of YDS provision by shifting provision towards targeted work, delivering an expert and focused service that provides youth work for young people aged 11-19/25 who are at risk or in need.
 - To identify universal provision without measurable outcomes and decide on the degree to which the YDS should continue to have a role.
 - To explore the development of capacity within the voluntary sector or districts and boroughs, to enable them to deliver more universal provision, whilst ensuring that the early identification of young people at risk is supported through effective links between the YDS and its statutory, voluntary and commercial partners.
 - To ensure that YDS developments are linked to the strategic framework for Surrey (Community Strategy, CYP Plan and work being commenced by PSD on Targeted Youth Support and the Prevention Strategy).
 - To ensure the YDS has a clear vision, effectively measures its delivery and can articulate the benefits for young people.
 - To build on and embed consistent relationships with partners.
13. Priority groups of young people that would most benefit from YDS support will be identified through further analysis. However, the LAA, CYP basket of indicators, JAR and the work done by the YDS indicate that the following groups of young people may potentially be target groups:
 - Young people at risk of teenage pregnancy
 - Young parents (aged up to 19, or 25 for young parents with LDD)
 - Young people at risk of exclusion from school
 - Vulnerable young people making the transition to secondary school
 - Young people at risk of offending
 - Not in education, training, or employment - NEET's
14. Implementing the recommended direction of travel may have specific implications for different types of provision. Some examples are outlined below

15. a.

Type of provision	Examples	Potential Issues and Opportunities
Universal provision	<ul style="list-style-type: none"> • Drop-in sessions at Youth Centres • Youth Cafes • Summer activities and events 	<ul style="list-style-type: none"> • Exploring the shape of provision • Capacity building support may be required for partner agencies • Need for communication of provision available
Universal with targeted elements	<ul style="list-style-type: none"> • Duke of Edinburgh • Open access provisions in high need areas 	<ul style="list-style-type: none"> • YDS to provide high quality youth work at partners' universal settings • Youth Centres as a 'one stop shop' for young people • Early intervention and prevention
Targeted provision	<ul style="list-style-type: none"> • One-to-one intervention, support and monitoring at schools • Sexual Health Clinics • Support for LGTBQ groups • Young Parents Groups • Young Carers Groups 	<ul style="list-style-type: none"> • YDS to increase capacity for targeted work • Closer partnership working and more integrated youth support • High quality youth work concentrating on vulnerable young people • Seamless multi-agency provision for at risk or high need groups

15b. Moving to a more targeted approach may also impact upon the performance indicators that the YDS currently works to, which measure contact, participation, and recorded and accredited outcomes. It may be that the number of individual contacts decrease (due to the nature of targeted work) although proposing to widen the age range to 11 and 12 year olds will increase the potential number of young people that may use the YDS (although indicators only measure impact for 13-19 year olds see Appendix E for description of indicators). This means that appropriate measures will need to be put into place to accurately assess YDS impact for target groups.

E. CORE RECOMMENDATIONS FOR SURREY SERVICES FOR YOUNG PEOPLE:

16. From the current situation, the following proposals are suggested for implementation in 2009/10. In advance of the appointment of the new Head of Service it is suggested that preparatory work be carried out to develop these areas in more detail. The Head of Service will lead on realising the recommendations, with the corporate support of PSD and SAPPS. Some of these recommendations are specific to the YDS and some will require further investigation with other affected services to ensure a whole service approach where appropriate.

Quality Assurance	<ul style="list-style-type: none"> Identify and implement consistent Quality Assurance across all YDS projects: YDS Annual evaluation process, with targets and outcomes linked to ECM and CYP Plan: YDS but further investigation required of other services Defined roles for young people within evaluation processes: all affected services
Management Information	<ul style="list-style-type: none"> Identify core data required for effective performance management: all services – need to share learning Develop core performance measures for the services as a whole and for each project: affected services as appropriate
Equality and Diversity (E&D)	<ul style="list-style-type: none"> Improve understanding of the importance of monitoring E&D as crucial to service development: all affected services Improve service expertise in E&D: all affected services Improve accessibility of services particularly the more vulnerable individuals and groups of young people: all affected services
Communications	<ul style="list-style-type: none"> Develop a communications strategy for services for young people : all affected services Improve publicity of YDS work and provision

These proposals will be developed in more detail and a report presented to the Executive Member for the Schools, Children and Youth Service.

F. IMPLICATIONS:

Finance:

17. More detailed financial implications will need to be worked out within financial parameters to be set by the Executive.
18. To facilitate the shift in focus to targeted provision, the YDS needs to invest in the skills and expertise of staff as part of service wide workforce reform. In general, the staff needed to work at the targeted end of provision are more qualified. As a result it is recommended that further detailed work needs to be done by the YDS to understand current structure of posts and their delivery focus to move to a more substantive targeted workforce (see Appendix F for YDS budget 08/09).
19. Beyond this, the YDS has highlighted the need for potential further capacity required to focus on targeted provision and target groups and contribute to the council's wider agenda of supporting vulnerable and at risk children. This is likely to be around senior practitioner level focusing on equalities and diversity and countywide provision facilitating integrated delivery.
20. There is also currently some work being undertaken by HR concerning the correct positioning of the Youth Development Officers within the SCC structures, which may have a financial implication but would also have a positive impact in the career structure.

Value for Money:

21. By encouraging a wider service remit, supported by a policy led approach, joint planning, commissioning and delivery arrangements should help to ensure that resources are utilised more effectively and to greatest impact.
22. Re-assessing the focus of YDS work on priority groups and developing more effective performance management arrangements, YDS resources will be utilised more efficiently.

23. In responding to the direction of travel, further investigation of the capacity and usage of some youth centres might lead to a more efficient use of resources, for example through sharing facilities with partners, and opportunities for exploring greater income generating opportunities.

Equalities and Diversity:

24. The Youth Project has already begun reviewing Equality and Diversity (E&D) issues, by creating an Equality Impact Assessment (EIA) at the outset of the project. The Youth Project team is also developing an EIA for the YDS, as a service. This will look at the potential impact of the proposed direction of travel on all E&D strands.
25. The recommendations will have a beneficial impact on E&D, due to the increased E&D awareness level of YDS staff. This would support:
- Better identification of harder to reach groups;
 - Staff being better able to support diverse needs; and
 - The YDS being able to demonstrate its impact on particular groups and identify gaps and actions to address these.
26. The CYP Commissioning Partnership is recommended to consider reviewing how it complies with E&D legislation and guidelines when it responds to wider youth offer issues.

Risk Management:

27. The cost of commissioning universal services might be underestimated. Similarly, further costing of focusing on targeted provision needs to be undertaken. A clearer understanding of the financial implications will emerge during the autumn period, and necessary steps be taken to mitigate financial risk.
28. Reaching agreements on partners' and YDS' roles and responsibilities during the next months will require close cooperation with partner groups and effective communication.
29. There may be an interim period depending on the length of time it takes for the appointment of a new Head of Service. It is suggested that this time is used to carry out some preparatory work.
30. The Youth Project has carried out extensive consultation with young people and key stakeholders. There needs to be a clear and consistent message about the next steps that the county council will be taking.

Section 151 Officer Commentary:

The Section 151 Officer confirms that more detailed financial implications will be considered within the financial parameters to be set by the Executive and reported to a future meeting

G. CONSULTATION:

31. The consultation involved young people, parents and residents, YDS staff, and partners from the third sector and statutory sector. During June and July 08, the project used face-to-face consultation and questionnaires to collate key findings (see Appendix G for full consultation report).

RECOMMENDATIONS:

The Executive is requested to:

- (a) **approve** the creation of a new service under a new post Head of Services for Young People reporting to the Director for Children, Schools and Families that will include:
- The Youth Development Service
 - The Youth Justice Service
 - The Connexions service
 - A group of services that currently report to the Head of Children's Services that relate to the inclusion of young people
- (b) **agree** that the new Head of Service work with existing managers and colleagues in Policy & Performance including the Strategy and Policy Projects Service (SaPPS) Youth Project team, Performance and Service Development (PSD) and Policy and Public Affairs (PAPA) to:
- i) Develop a new vision for the service;
 - ii) Review and refresh our consultation and engagement mechanisms with young people, including determining how young people can be involved in shaping the service and influencing its ongoing work;
 - iii) Produce a management and operation structure that achieves six key outcomes:
 - Ensuring that the full 'offer' of universal and targeted services for young people in Surrey is mapped, continuously updated and made available to young people, and other interested parties, in an accessible and relevant format;
 - Ensuring that targeted services (see Appendix A for definition of targeted work) are made available in accessible locations to specific groups of young people who will most benefit from those services, including those at risk of exclusion from formal education;
 - Commissioning universal services complimenting the direction of travel to meet the needs and wishes of young people;
 - Ensuring that all young people have access to careers and education advice and mentoring;
 - Ensuring that young people excluded from formal education receive provision according to their needs and in accordance with statutory guidance; and
 - Ensuring that services are provided to reduce those entering the youth justice system and deal effectively with those that do enter the system.
- (c) **approve** the direction of travel towards more targeted work proposed for the YDS at Section E of the report;
- (d) **note** that implementing the direction of travel will require significant discussions with partner agencies to identify and respond to implications, and to ensure smooth and effective transition for commencement of any new arrangements;
- (e) **approve** the internally focused 'core service' recommendations outlined at Section F, pt.17;
- (f) **direct** officers, under the interim leadership of the Head of Schools and Learning as Youth Project Sponsor, to use the period preceding the appointment of the new Head of Services for Young People to identify and develop the plans needed to implement recommendations (a) - (e) above; and
- (g) **direct** the Head of Schools and Learning to submit a report to the Executive Member for Schools, Children and Youth Services by early 2009 outlining the status of recommendations (a) - (e) above.

REASONS FOR RECOMMENDATIONS:

The recommended direction of travel would ensure that the county council's services for young people are better integrated to ensure improved services and a coherent response to some of the priority issues faced by the council.

WHAT HAPPENS NEXT:

- November 08: Communication of key recommendations
- November 08: Budgeting arrangements for the new service to be developed.
- 17th November 08: CYP Commissioning Partnership to receive report on findings and proposal for new service.
- November 08 – January 09: SaPPS to lead co-ordination work under the leadership of the Head of Schools and Learning with YDS, Connexions, YJS and other services from Children's, around preparatory work on the core service recommendations and proposed changes. To report to Executive Member for the Schools, Children and Youth Services.

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Members consulted

Peter Martin Executive Member for Children, Schools and Youth Services

Councillor Member task group

Schools and Learning Select Committee

Consulted: YDS, Various VCFS partners, Police, Surrey PCT, D&BCs, young people, parents / residents, Member Task Group, Project Board, CCMT

Informed: YDS, Various VCFS partners, Police, Surrey PCT, D&BCs, young people, parents / residents, Member Task Group, Project Board, CCMT

Sources/background papers:

YDS Service Charter (2004); Education and Inspections Act (2006); Youth Matters (2006); Aiming High (2008)

Appendices:

- A) Definition of Youth Work (core values, universal/targeted)
- B) CYP Plan priorities
- C) LAA targets relating to CYP Plan priorities
- D) Epsom and Ewell – youth offer spend
- E) Description of performance indicators
- F) Budget 08/09
- G) Consultation report