

Report of Director of Children & Families

Report to Scrutiny Board (Children and Families)

Date: 15th March 2018

Subject: Youth Service – review of impact and outcomes since service reconfigurations

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. This report provides a summary of impact and outcomes relating to targeted youth work since Youth Service reconfiguration in 2013. It provides details of the Leeds Youth Work journey since reconfiguration, financial details and quantitative outcome data. The report also provides an update on the ongoing youth work review including recent views on youth provision from young people
2. Executive Board in March 13 approved a new “youth offer”. The new offer included: A universal guarantee, a targeted guarantee and a specialist guarantee. The Board delegated responsibility to the Director of Children’s Services in consultation with the relevant Executive Board Members to implement the remodelling of the council run youth service and those provided by key partners in order to deliver the targeted guarantee.
3. A review of Youth Work provision including the internal Youth Service and contracts with third sector providers began in June 2017. This review provides an important opportunity to consider how needs have changed in the city and what the design of youth work provision should look like going forward.

Recommendations

Members are recommended to

1. Consider and comment on the performance information
2. Use the information to determine areas for further scrutiny work to support future improvements
3. Note and comment on data/young people's views arising from the ongoing youth work review

1 Purpose of this report

- 1.1 This report informs the Board of the impact of changes since the 2013 report around the targeted guarantee and specialist guarantee as referred to in the Executive Board reports March and July 2013. The report outlines the difference in service in terms of budget, resources, reach, impact and an update on the current youth work review.

2 Background information

- 2.2 Youth Services across the country have seen significant changes and challenges in recent years. A recent National Youth Agency report highlights that nationally expenditure on Youth Services has fallen by more than 50% over the past seven years yet the demand for high quality youth services remains.
- 2.3 Youth Provision in Leeds is currently under review. Following an earlier extensive review in 2012 Executive Board (March 13) approved a new "youth offer". The new offer included: A universal guarantee, a targeted guarantee and a specialist guarantee. The Board delegated responsibility to the Director of Children's Services in consultation with the relevant Executive Board Members to implement the remodelling of the council run youth service and those provided by key partners in order to deliver the targeted guarantee.
- 2.4 Executive Board in July 13 endorsed a formula for the distribution of the targeted youth work budget with 50% of the total funding allocated on the basis of young people resident in the 40% most deprived lower super output areas and 50% on an headcount basis.
- 2.5 A restructure of the Internal Youth Service took place 2013/14. The Youth Activity Fund was also introduced with a devolved budget to Citizens and Communities Directorate of £250K. This was increased in 2014/15 to £500K.

- 2.6 In 2014/15 the Youth Offer team presented a number of workshops to Community Committees to explore, consult and inform how the Youth Activity Fund and targeted Youth Work resource could complement each other. The Youth Offer team also consulted and implemented the targeted youth work framework which increased accountability across all providers and strengthened the role and influence of Community Committees.
- 2.7 The contract for Targeted Information, advice and guidance expired at the end of July 2016. This was replaced with a much reduced in-house service which sits within the Youth Service Localities team.
- 2.8 Small value youth work contracts naturally expired at the end of June 2017. Some providers of these contracts were successful in obtaining Leeds Youth Pathways grant funding. The purpose of these grants being to increase employability skills for NEET young people using existing relationships in localities.
- 2.9 In early 2017 Leeds were successful in securing £9.6m DfE investment over a three year period from the Innovations and Partners in Practice Programme. The Leeds programme is based on creating the conditions for children's services and partner agency practitioners to work more closely together, providing more holistic support, advice and interventions for children, young people and families. A main aspect of the programme is the creation of Restorative Early Support (RES) arrangements. Youth work methodology is an essential component of these teams which build on the work of clusters in high-need areas
- 2.10 A review of Youth Work provision including the internal Youth Service and contracts with third sector providers began in June 2017. This review provide an important opportunity to consider how needs have changed in the city and what the design of youth work provision should look like going forward.

3 Main issues

What do we mean by Youth Work?

- 3.1 The Local Authority has a duty to secure services and activities for young people aged 13-19, and those with learning difficulties to age 24 to improve their well-being. (Statutory Guidance issued by the Secretary of State for Education under Section 507B of the Education and Inspections Act 2006)

The National Youth Agency (NYA) definition of Youth Work is – Youth work takes a holistic approach with young people. It starts where they are at. It builds resilience and character and gives young people the confidence and life skills they need to live, learn, work and achieve. This approach is at the heart of all of our work. Youth workers usually work with young people aged between 11 and 25 years. Their work seeks to promote young people's personal and social development and enable them to have a voice, influence and place in their communities and society as a whole. Youth work offers young people safe spaces to explore their identity, experience decision-making, increase their confidence, develop inter-personal skills and think through the consequences of their actions. This leads to better informed choices, changes in activity and improved outcomes for young people.

Youth Work is underpinned by a clear set of values. These include:

- Young people choosing to take part.
- Utilising young people's view of the world.
- Treating young people with respect.
- Seeking to develop young people's skills and attitudes rather than remedy 'problem behaviours'.
- Helping young people develop stronger relationships and collective identities.
- Respecting and valuing differences.
- Promoting the voice of young people.

3.2 Prior to the reconfiguration in 2013 there was some confusion about the role of Youth Workers and how this linked to Youth Activity. In 2014 a Targeted Youth Work Framework was agreed between Community Committees, Youth Work Providers and other stakeholders and was introduced. The aim of the framework being to -

- Promote greater accountability in the provision of youth work across all providers
- Strengthen the role and influence of Community Committees and enable elected members influence to appropriately determine local youth work provision that best helps address agreed priority outcomes for their particular localities.
- Ensures that all targeted youth work which falls within the scope of this agreement effectively contributes to enable the Local Authority to meet its duties outlined in "The Statutory Guidance for Local Authorities on Services and Activities to Improve Young People's Well-being" revised 2012

A copy of the framework is attached (**Appendix one**)

3.3 The Executive Board paper "Investing in Young People: Future Direction for Youth Services in Leeds" March 2013 detailed a new youth offer which includes –

A Universal Offer – available for all young people

A Targeted Offer – for identified groups in localities

A Specialist Offer – provision designed to meet needs of specific young people often with complex needs.

Since the reconfiguration in 2013 there has been a significantly increased understanding of the differences between Youth Work (Targeted offer) and Youth

Activity (Universal Offer). There are excellent examples of where Youth Work has acted as the “conduit” between Universal and Specialist Services. This has been enhanced by the closer working with colleagues following the Youth Offer move into Safeguarding and Targeted Services. The In House Youth Services takes individual referrals from Childrens Social Work Service, Police tasking groups, Care & Guidance, Clusters, Schools, Neighbourhood Improvement Boards and Parents. Whilst Youth Work providers predominantly engage with young people via group work they also have an important role to play in providing support to individual young people. The focus of this support is time limited with an ambition to enable young people to access universal provision on a sustainable basis. Youth workers work with these young people to help them make positive changes around their behaviours or attitude and help provide them with the skills and knowledge to keep themselves safe.

Individual support work and young people’s progression are monitored through the Youth Work Outreach monitoring system. In addition to their group work activity from April 2017 to December 2017 the Youth Service has worked with over one thousand referrals with evidence of distance travelled against each individual. The monitoring tool used by Youth Work Providers to measure distance travelled is the Youth Work Assessment Tool (YoWAT) This tool provides youth workers and young people with an empowering model of assessment where the young person is an active participant at every stage. YoWATs are a comparable tool to other similar outcome measurement models i.e. Outcome Star.

The Youth Work assessment tool is utilised to understand the impact of youth work on young people who engage initially through one to one interventions. Youth workers work individually with young people to support them assess where they feel they score on a number of themes i.e. Self-confidence, Sexual health, Health & wellbeing, Relationships, Community, Voice & Influence, Crime & Anti-social behaviour, Life at School, Life After School, Drugs & Alcohol. The choice of theme is dependent on the young person’s individual circumstances. Around three months into the programme the young person completes a further self-assessment. An example of an initial assessment and final assessment plus an example case study is attached. Over one thousand of these assessments have been initiated since April 2017.

Appendix two – initial self-assessment , final self-assessment, case study

- 3.4 Since the reconfiguration in 2013, and despite significantly reduced budgets targeted youth work providers have continued to work with a high volume of young people. In the last financial year providers worked with over 8000 different young people and collectively delivered 8148 sessions. Since the introduction of the Targeted Youth Work framework there has been a greater emphasis on ensuring provision attracts the most vulnerable young people whilst still providing citywide coverage.
- 3.5 An important aspect of the Youth Work restructure in 2013 was to refresh Youth Worker job descriptions to enable the Service to be more responsive as required. This has enabled the Service to provide valuable bereavement and associated support through informal settings in challenging times on a citywide basis.

3.6 Since the reconfiguration in 2013 there has been a greater focus on Youth Work Reporting. Both Internal and External Providers now produce qualitative reports on a quarterly basis. These are shared with Community Committees and Ward Members through the ward briefing meetings set up by Area Support Teams. In addition, ward members sometimes request meetings to discuss a particular youth work issue. The qualitative report provides details of youth work interventions linked to locally determined priorities from the Children & Young People's plan (CYPP). Anonymised case studies are also included. The reports also present providers with the opportunity to highlight challenges and to request appropriate support to address these challenges.

A sample copy of this report is attached (**Appendix three**)

In addition to the qualitative report a quantitative report is also produced on a Quarterly basis. This report provides details on –

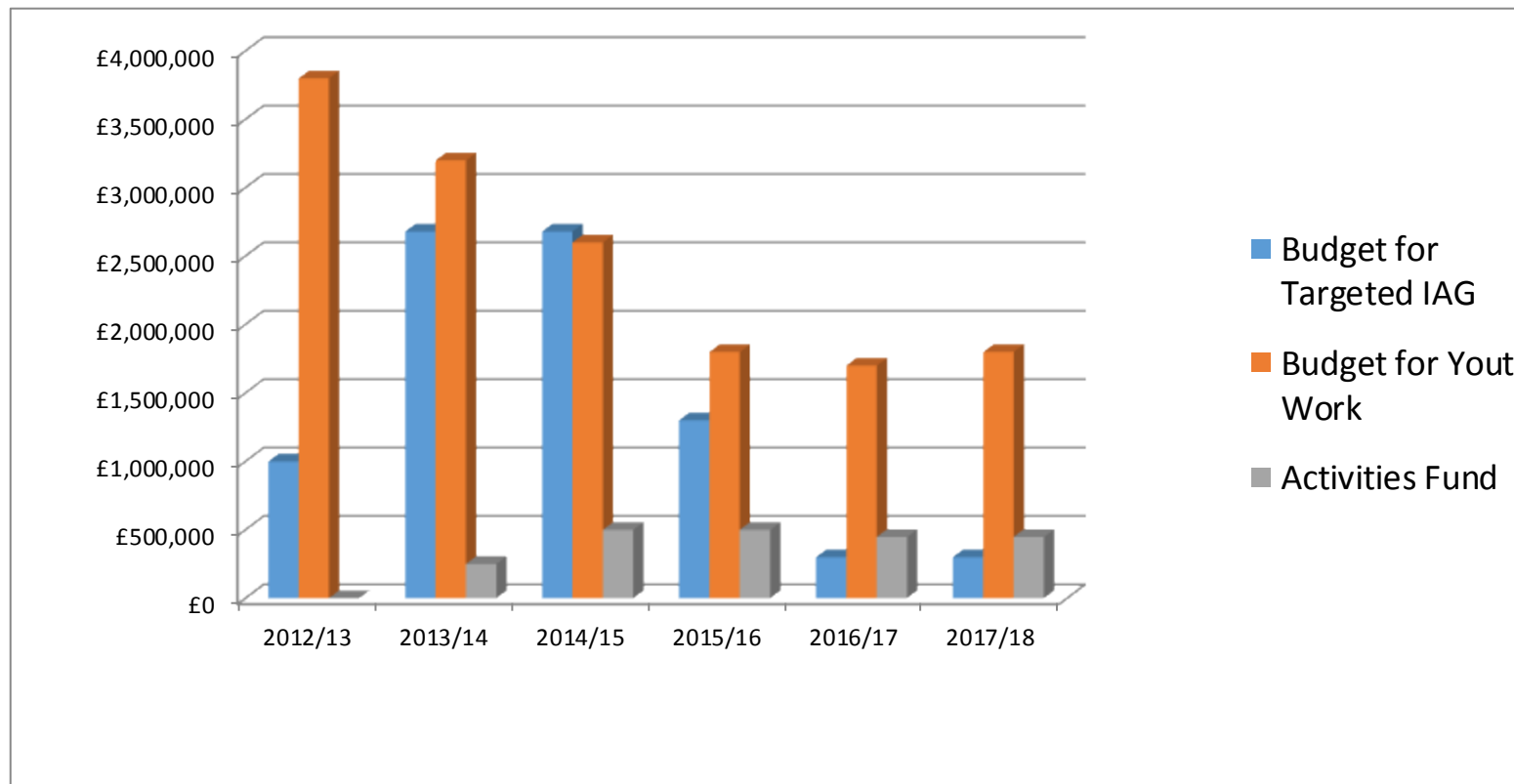
- Number of Youth Work sessions delivered (by provider)
- Sessions by priorities (linked to C&YP plan)
- Numbers of different young people engaged in youth work provision (across all providers)
- Age range/ethnicity/economic data of attendees

A sample copy of this report is attached (**Appendix four**)

The following table shows the changes in budgets allocation since the 2013 review. The number of individual young people attending youth work sessions in the financial year 14/15 was 10494. These young people attended a total of 11120 youth work sessions.

Since 2015-16 the youth work budget has stabilised. The number of individual young people attending youth work sessions in the financial year 2015-16 was 8,344, in 16/17 this was 8203. These young people attended a total of 8148 youth work sessions.

Budgets for IAG, Youth Work and activities fund



3.7 In July 2016 the contract for providing Information, Advice and Guidance (IAG) support ended and a small team was established within the Youth Service to support this work. The Leeds Pathways Support team supports young people aged 16/17 who are NEET into learning and apprenticeships, helps them with claiming benefits and in finding career opportunities. The team deliver a drop-in service through Job-shops and at key Community Hubs across the city. The team work very closely with local youth work providers in their outreach work to support the most vulnerable NEET young people in their communities. Between July and September 2017 the team supported over 400 young people across 7 Community Hub locations, did 44 home visits, 14 NEET/Not Known sweeps and 11 outreach sessions.

3.8 The current funding formula acknowledges that irrespective of disadvantage some young people do need additional support which, for many, can best be achieved through a voluntary relationship with a youth worker. The DfE report “Adolescent service change and the edge of care” July 2017 presents an overview of projects which explicitly target adolescents at the ‘edge of care’. The report identifies that 45% of adolescent entries to care are accounted for by a mixture of acute family stress, family dysfunction and socially unacceptable behaviour. The report continues with *‘the building of effective working relationships with young people and their families, and shoring up strained relationships within families is a*

significant challenge to those working with adolescents There is good evidence that youth work approaches were valued by young people and families and delivered positive outcomes. Opportunities for youth workers to build such relationships are dependent on capacity to deliver youth work sessions.

3.9 2017 Review of Youth Work

As indicated in this report above, there have been a number of changes to youth work provision in recent years and a review of service delivery is required to ensure that services continue to meet the needs of young people and that we have a clear vision of the services required to inform commissioning activity. In June 2017 youth work providers (Internal and External) were informed that the Local Authority would be reviewing both the internal LCC Youth Service and our contracts with third sector providers.

A comprehensive data analysis exercise has been undertaken as well as initial consultation with young people and youth work practitioners aimed at identifying key issues and any gaps in provision. Through this work a large consultation event was held and a reference group was established. Young people's consultation work is ongoing, but responses have been received from over 500 young people. Community Committee children's champions have also been consulted about the review. A summary of the young people's consultation (to date) is attached (**Appendix five**)

Further work is needed to develop the key design elements of future youth work services. This will include consultation with Members, youth work practitioners and young people. It is intended that the findings of this review will influence any changes to youth work delivery which would be implemented during 2019-20.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The Targeted Youth work framework which was introduced in 2014/15 was the result of a series of workshops to which all Elected Members were invited.
- 4.1.2 Following these workshops providers of youth work (internal and external) were consulted on the framework prior to introduction
- 4.1.3 Elected Members and other stakeholders are actively involved in shaping youth work programmes across the city. This takes place through a number of forums which range from local ward briefings, tasking meetings and care & guidance meetings.
- 4.1.4 Youth work programmes are designed to meet local need with young people's views being central to their delivery. Evaluation by young people of youth work programmes forms a part of youth work monitoring requirements.
- 4.1.5 Young people's views are central to the ongoing youth work review.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 Since the reconfiguration in 2013 there has been more direct influence from Community Committees which has helped to support cohesion and integration. The better targeting of youth work resource alongside the new referral system has encouraged the most vulnerable young people into youth provision. Youth work providers work with young people with learning difficulties, disabilities, care leavers, young offenders poor school attendees, young carers, pregnant young women and young people who are living away from their family. Improved monitoring since the reconfiguration has helped to support and challenge providers to sustain this position.

4.3 Council policies and the Best Council Plan

- 4.3.1 All youth work providers (Internal and External) record youth work interventions on the Outreach/Insight recording system. Through a robust planning process (involving young people) priorities are identified and linked across to the Children's & Young Peoples Plan (CYPP) An example of the number of sessions delivered against each priority is attached at Appendix three.

4.4 Resources and value for money

4.4.1 Youth Work Budgets

Budgets for the delivery of Targeted Youth Work across all providers has decreased by 63% since 2012/13.

- Internal provision decreased by £2m (61%)
- Voluntary sector investment increased by £88k (23%)

Table below details financial position since reconfiguration.

Financial Year	Targeted Youth Work Budget	
2012/13	£3.8m	90% Internal YS 10% VCS
2013/14	£3.2m	86% Internal YS 14% VCS
2014/15	£2.6m	86% Internal YS 14% VCS
2015/16	£1.8m	78% Internal YS 22% VCS Schools forum agreed to contribute £380k from Dedicated Schools Grant with an expectation that some youth work focus shifted towards daytime/schools based support

2016/17	£1.7m	80% Internal YS 20% VCS Schools forum agreed to contribute £650k from Dedicated Schools Grant with an expectation that some youth work focus shifted towards daytime/schools based support
2017/18	£1.8m	74% Internal YS 26% VCS Schools forum funding ended Leeds Youth Pathways funding (£310k) included in £1.8m. Expectations of increase in work with NEET young people on employability skills within this budget

Despite significant reduction Leeds is still in a strong position regarding resource for youth work compared to other local authorities.

4.4.2 Value for Money –

The Targeted Youth Work Framework which was agreed between Community Committees, Youth Work Providers and other stakeholders was introduced in 2014/15. One aspect of the framework was to promote greater accountability in the provision of youth work across all providers. Since the reconfiguration there are expectations placed on all youth work providers (internal and external) to demonstrate the number of youth work sessions delivered for the budget available. Despite a reduction in budget across all youth work providers (63%) since 2012/13 the number of sessions delivered and numbers of young people engaged has only seen a marginal reduction. This has been achieved through

- Better partnership working including co-location with teams with similar objectives i.e. Youth Offending Service, Area Support Teams.
- Realigning staff duties i.e. less back office and more front line work.
- Substantially improved attendance at work across the Youth Service team
- Better targeting of young people – supporting the most vulnerable whilst retaining a citywide offer.
- More flexibility from staff provides an improved evening/weekend offer.

4.5 Risk Management

- 4.5.1 The Local Authority has a duty to secure services and activities for young people aged 13-19, and those with learning difficulties to age 24 to improve their well-being. (Statutory Guidance issued by the Secretary of State for Education under Section 507B of the Education and Inspections Act 2006) In Leeds Youth Work providers work with young people from age 11years and are often requested to work with young people below High School age. This presents a risk i.e. capacity to deliver a sufficient service to the appropriate age range/

- 4.5.2 Executive Board in July 13 endorsed a formula for the distribution of the targeted youth work budget with 50% of the total funding allocated on the basis of young people resident in the 40% most deprived lower super output areas and 50% on an headcount basis. This was based on a budget of £2.5m which has now reduced to £1.8m (including Leeds Pathways contracts) There is a risk that continuing to maintain citywide coverage irrespective of need could dilute the offer available to the most vulnerable young people within this level of resource.

5 Conclusions

- 5.1 This report and appendices provides a summary of improvements to both Youth Work practice and monitoring since the reconfiguration in 2013. It describes the Youth Work contribution to the DfE Innovations programme and the need for youth work to fit closer with the work of all Childrens services including the work of partner agency practitioners. The report also details how the increased involvement and influence of Community Committees has been a key aspect in supporting youth work providers to improve outcomes for young people.

6 Recommendations

- 6.1 Scrutiny Board are recommended to
1. Consider and comment on the performance information
 2. Use the information to determine areas for further scrutiny work to support future improvements
 3. Note and comment on data/young people's views arising from the ongoing youth work review

7 Background documents¹

- 7.1 None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.