

Report of Director of Children’s Services

Report to Executive Board

Date: 14 December 2011

Subject: Leeds Youth Offer

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 checked="" type="checkbox"/> Yes	<input 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. Leeds Children’s Trust Board has set out a clear vision for children and young people as part of the overall vision to be the best city in the UK and the best city for children. Leeds is working towards being a child-friendly city where the voices, needs and priorities of children and young people are heard and inform the way we make decisions and take action.
2. There is ambition to ensure that all young people in Leeds have access to high quality enjoyable opportunities and challenging experiences, together with information, advice, guidance and support to enable them to achieve their aspirations and ambitions and develop their skills, abilities, self esteem, value and identity in their transition to adult life. In particular the most vulnerable young people and those with the greatest need must have access to the types of intensive targeted support that can change their lives for the better. There is a strong recognition in the city of the value of both preventative services as well as services for young people, both of which are essential building blocks if Leeds is to deliver its ambition as being the best city in the UK.
3. This needs to be seen in the context of changes to the duties on local authorities and the challenging financial circumstances in which Children’s Services and its partners are operating. Nationally, many Local Authorities have made significant reductions to youth provision in response to funding reductions. The Confederation of Heads of Young People’s Services (August 2011) indicate that a survey of 41 of its members found some councils cutting 70%, 80% or even 100% of youth services. There is evidence that investment in effective young peoples services can improve outcomes for young people, particularly those who are most vulnerable. This can lead to a

reduction in the numbers of young people coming into care, estimated by the NSPCC as £57,385 per year .

4. As part of the wider vision for children's services there is a need to develop more integrated services and to develop a new Leeds Youth Offer. This needs to build on successes, respond to dissatisfaction, make best use of resources across partners and demonstrate good outcomes and positive impact. This can be best achieved by developing a service that is based on feedback from young people, brings together all the opportunities and support available across the city in a coherent way and aligns resource to specific needs identified in localities.
5. Major transformation of services on the scale proposed is a complex enterprise that will need a staged approach and robust programme management. Further work based on extensive consultation, led by members and involving young people and all stakeholders, will be required to develop the detail underpinning the new vision for services for young people in Leeds.
6. The proposed outline model for the Leeds Youth Offer is:
 - **Universal Youth Offer** –supporting all young people to be active, well informed and engaged. Building on Breeze and maximising the diversity of partnerships and organisations in the city;
 - **Targeted Youth Offer** – enabling young people who are vulnerable or who have specific needs to access the range of opportunities available;
 - **Specialist Youth Offer** – ensuring that the most vulnerable young people are able to be on a path to success and contribute positively to society through the provision of restorative services for them, their families and communities.

Recommendations

- Indicate support for the proposed outline vision and next steps for delivery of a bigger, bolder, better offer for the young people of Leeds.

1.0 Purpose of this report

The purpose of this report is to:

- Provide background information about the broader vision for children and young people, and how the proposed Leeds Youth Offer fits with that vision. The paper also provides a summary of current issues in relation to service delivery, service outcomes and investment and suggested next steps.

2.0 Background Information – National Context

- 2.1 The statutory basis for Youth Work is set out in Section 6 of the Education and Inspections Act 2006. This sets out a duty on local authorities to “secure access to positive activities” for young people, which in practice needs to incorporate four key elements: access to sufficient education and leisure-time activities where they are for the improvement of their well-being and personal and social development, sufficient facilities for such activities, publication of these activities, and young people at the heart of decision making. The Secretary of State has intervention powers if local authorities fail to fulfil their statutory duties under Section 507B.
- 2.2 The national agenda regarding the provision of youth services and the requirement for general efficiency savings has led to extreme cuts in youth provision across the country. The Confederation of Heads of Young People’s Services (August 2011) indicate that a survey of 41 of its members found some councils cutting 70%, 80% or even 100% of youth services. There is evidence that investment in effective young peoples services can improve outcomes for young people, particularly those who are most vulnerable. This can lead to a reduction in the numbers of young people coming into care, estimated by the NSPCC as on average at least £57,385 per year.
- 2.3 The Localism Bill (introduced to Parliament December 2010) aims to devolve power downwards and outwards as close as possible to individuals, neighbourhoods, professional and communities as well as local councils and other local institutions.
- 2.4 The duties of the local authority are changing with respect to Information, Advice and Guidance (IAG) services. The local authority will no longer be expected to deliver a Connexions service, but instead deliver targeted services to support young people’s progression and participation.
- 2.5 The current national government is reducing the role of local authorities in delivering services for young people and has reversed the steer of the previous government in seeking local authority strategic development of integrated youth support services. This is clearly demonstrated by the transfer of responsibility and funding for universal IAG provision from local authorities to schools. In respect of the universal youth offer the government expects ‘big society’ responses with a greater emphasis on voluntary sector providers, volunteers and social enterprise to ensure that there is a rich menu of positive activities to support young people. There are a number of other services particularly in the leisure and cultural area who are providing services, support and activities to young people, some of which have a statutory duty to do so. These services are also facing financial challenges, providing even more impetus to look anew at the youth offer.

- 2.6 The reaction to budget reductions and the direction of government policy in some local authorities has been to drastically cut spending on Youth Work and IAG services. In some cases this has led to an almost complete withdrawal from delivery of services and in other cases a focusing entirely on a service targeting the most vulnerable.
- 2.7 There is evidence of the impact of preventative nature of universal (more appropriately referred to as “open access”) youth work and IAG services. Services for young people which include a mix of open access and targeted services have shown to be the ones most appreciated by young people and their families or carers. The recent House of Commons Education Committee investigation into services for young people concluded that open access services can sometimes be as effective as targeted ones in reaching disadvantaged young people.
- 2.8 Following these changes in national policy in relation to youth work, in the last year there has been a significant reduction in national funding, including grants, that normally support the delivery of Youth Work and IAG services for young people. All previous funding streams have now been amalgamated into a new Early Intervention Grant (EIG), where there is no ring fence. The impact of these changes significantly reduces the revenue funding envelope to provide services for young people.

3 Local Context

3.1 Leeds Children’s Trust Board has set out a clear vision for children and young people as part of the overall vision to be the best city in the UK and the best city for children. Leeds is working towards child-friendly city status where the voices, needs and priorities of children and young people are heard and inform the way we make decisions and take action. The Children and Young People’s Plan sets out a clear vision and priorities to deliver improved outcomes for children and young people. This can only be achieved by partners working differently and aligning resources and services. The delivery of high quality services for young people has the potential to impact on these priorities and the three CYPP ‘obsessions’;

- improving behaviour and attendance;
- increasing numbers within employment, education or training; and
- reducing the need for children and young people to be Looked After.

The delivery of effective and high quality services for young people, both targeted provision and the broader universal offer, is important for delivery of these ‘obsessions’. The Children’s Trust Board has agreed that the ‘cluster’ arrangements are its local delivery mechanism to achieve improved outcomes, reporting bi-annually to Area Committees, and working within broader locality arrangements that have been established with the three area leadership teams.

- 3.2 This clear vision for Leeds and for children and young people requires a different approach to service planning and delivery in order to achieve the ambition of a child friendly city. The broader and clearer approach to partnership, with a wider range of contributors, offers an opportunity to achieve the ambitions in a different way.
- 3.3 There have been a number of reviews of Youth Work in Leeds over recent years and whilst aspects of services are well regarded , there is inconsistency of impact

and limited evidence value for money as well as a level of member dissatisfaction; this has been heightened, at times, by ineffective communication. Previous service reviews have not resulted in significant and sustained change that is owned by all stakeholders, and that has led to improved outcomes for young people. Vitally, there has not been a culture of celebrating success.

- 3.4 This challenge, alongside current financial pressures, requires a different response. In part, this will be supported by the new integrated Children's Services directorate. However, in order to ensure the maximum benefit of collective investment in the young people in Leeds, it is important that services for young people are also shaped by Area Committees and by other service areas, (e.g. sport and culture), other sectors, clusters, localities and vitally young people themselves. Work is underway to benchmark investment and provision against core cities and statistical neighbours to present a full picture of the current arrangements.

4. Current Issues

4.1 Service Delivery

There currently is a wide range of models of service provision. Youth Work funded through the Council is delivered through a combination of Leeds City Council (LCC) in-house Youth Service delivery and activity commissioned through 24 Voluntary, Community and Faith Sector (VCFS) organisations. Delivery takes place in a wide range of settings including; LCC Youth Hubs, around 60 Voluntary, Community and Faith Sector (VCFS) buildings and other community centres, schools, 12 mobile units, parks, libraries and on the street. It includes support for individuals, work with small groups and learning through experience. It is mainly focused on young people aged between 13 and 19, but in some cases such as Breeze extends to babies, and children as young as aged 8 and for certain activity young people as old as 24. Other services also play a key part and view services for young people as high priority, such as culture and leisure where the ambition is to enable young people to live healthy and culturally active lives. There are also opportunities for the delivery of a range of health services through the youth offer, for example contraception sexual health services.

- 4.2 Given the complexities of the current youth delivery model it is often difficult to clearly establish value for money and evidence of outcomes. Resource is currently allocated based on a 2005 population model rather than matching the level of identified need in particular areas. There is understandable increasing frustration from key partners, the voluntary, community and faith sector (VCFS), regarding the lack of progress on developing and agreeing a new model for the provision and commissioning of services for young people in the city.

4.3 Service Outcomes

In many cases there is considerable data that demonstrates good levels of participation in various types of activity, and areas where service delivery and standards are high. However, there is no consistent approach to assessing the actual impact services are having in enabling young people to make better informed choices and to make changes in their activity and behaviour in order to improve their outcomes. There is no robust overarching outcome measurement framework to enable the relative impact and value for money of services to be compared. Information is starting to become available through the increasing use of the

Outreach database, but this is only currently available for the activity delivered through the in-house Youth Service with plans for other providers to be all be fully using the system within the next few months. There is also the valuable data beginning to emerge in terms of levels of participation via Breezecard which 161,000 young people now have. This is a key tool for measuring access, take up and engagement and which will soon begin to provide information on gaps in services and impact of provision.

4.4 Whatever service and delivery models are implemented in the future there needs to be robust performance management frameworks in place to enable assessment of quality and cost effectiveness of delivery. Non sensitive data needs to be open and willingly shared between agencies and organisations to enable a full picture to be developed. Only with this sharing will there be a true picture of engagement of young people, which can then lead to service development and improvement.

4.5 Investment

The current investment for services for young people is not consolidated as it spread between 14-19, commissioning and the youth service. The current budget is allocated in a way that does not enable an easy assessment of spend in open access/universal, targeted and specialist areas. The gross 2011/12 budgeted service expenditure for this service is just over £9m. Further detailed work is required on current total investment and spend on youth provision.

5. **Proposed Vision for the Leeds Youth Offer**

5.1 It is proposed that all services for young people in Leeds should be based around a set of principles;

- Services deliver a positive impact on outcomes for young people and focuses specifically on targeted and specialist service delivery against the 3 obsessions as set out in the CYPP, *improving behaviour and attendance; increasing numbers within employment, education or training; and reducing the need for children and young people to be Looked After.*
- Services are based upon strong evidence of 'what works', using the best national and international practice to shape services for young people in Leeds;
- Equality of access across the city for young people with identified needs;
- Services are planned in partnership with young people and local communities, fully utilising the Area Committee, cluster and locality structures;
- Services are prioritised to those with greatest need and the most vulnerable;
- Services are delivered in genuine partnership with a range of stakeholders;
- Robust processes are in place for delivering quality and safeguarding and to ensure that outstanding service are delivered;
- services for young people need to be seen in the broader context of contributing to Safer Community priorities;
- All services provided can demonstrate value for money;

5.2 In preparing this outline vision views and opinions of young people have been sought through two surveys; one for existing users around what they think of current services and the other of all young people around the type of services they would like to see in the future. Subject to approval of this outline proposed vision there will need to be extensive engagement and consultation, led by members, with a wide range of stakeholders including schools and other partners to develop a detailed service vision and models of delivery.

5.3 The proposed outline vision for services for young people is to provide young people with enjoyable opportunities, challenging experiences, together with information, support and guidance to enable them to achieve and develop their skills, abilities, self esteem, value and identity in their transition to adult life. The overall offer would consist of:

Universal Youth Offer: supporting all young people to be active, well informed and engaged. Building on Breeze and maximising the diversity of partnerships and organisations in the city.

- Young people are very positive about the Breeze brand that they helped build and all that it offers. This should become the focus for a wide range of activity for all young people. Culture, leisure and sporting opportunities are fundamental to this offer and they should drive the development of this brand to provide access for all young people to a wide range of cultural, creative, sport and leisure activities linking to, or in partnership with public, voluntary, community, faith and private organisations.
- There would be detailed exploration of the locality as a key focus for both service delivery and commissioning of universal services for young people. A joint review with Area Committees, localities and clusters of current commissioned universal youth services would ensure effectiveness and alignment with local priorities;
- Building on the current partnerships to explore the possibilities of three 'area' arrangements. This could provide a platform for the governance and management of youth work at an area level in the future; and create opportunities for aligning resources and generating match funding
- The role of schools and setting such as libraries will be crucial in determining the provision of local information advice and guidance services as the funding for IAG is to devolved directly to schools from April 2012.

Targeted Youth Offer: enabling young people who are vulnerable or who have specific needs to access the range of opportunities available.

- For young people who are vulnerable or who have specific or additional needs there needs to be the maintenance, development and communication of opportunities to access services within the Universal Youth Offer, as close to home as possible. This is essential to enable vulnerable young people and those with special needs to feel fully integrated.
- A review of targeted and specialist Youth Work currently commissioned through VCFS organisations would help to ensure effectiveness and alignment with local and Leeds wide priorities;

- Integrating targeted youth work and information, advice and guidance functions to create an integrated workforce managed through the Children's Services targeted services area structure;

Specialist Youth Offer: *ensuring that the most vulnerable young people are able to be on a path to success and contribute positively to society through the provision of restorative services for them, their families and communities.*

- Focusing on the provision of specialist restorative services for the most vulnerable young people and families in order to impact positively and constructively on their lives and the lives of those around them;
- Leading work across partners and across the city to build on the success of such developments as the Safer Schools partnerships to have positive impacts on antisocial behaviour and outcomes for young people.

6.0 Suggested Next Steps

6.1 This paper proposes an outline vision for the improvement of services for young people. Key next steps that need to be taken are;

- A clear, member led engagement plan to be developed as part of the communication strategy. This needs to include engagement by young people, partners and stakeholders;
- It is proposed that Children's Services lead the effective governance of this change programme under existing Children's Trust Board arrangements on behalf of the wider Vision for Leeds partnerships, working collaboratively with appropriate stakeholders;
- Establishment of a multi agency planning and implementation group to oversee the strategy development, all aspects of implementation and the change management required to deliver the vision;
- Undertaking detailed financial modelling to re-profile existing spend on services for young people against agreed service models, including resource allocations. This will need to be underpinned by rigorous and robust programme management processes.

7.0 Corporate Considerations

As outlined above, the development of this work needs to be undertaken within a corporate context because of wider implications across other directorates and partnerships, and a strong link to the council Area Committee's.

7.1 Consultation and Engagement

There has been consultation through two surveys to obtain the views of young people. It is proposed that further detailed consultation and engagement with key stakeholders will take place commencing in January 2012.

7.2 Equality and Diversity / Cohesion and Integration

Equality Impact Assessments have been undertaken in relation to the Youth Work and IAG contract proposed for 20012/13. Further Impact assessments will be undertaken in relation to the proposed delivery model for 2013 onwards.

7.3 Council Policies and City Priorities

The proposals in this report support the city priorities and in particular the obsessions and priorities contained in the Children and Young People's Plan, the Leeds Education Challenge and the priorities of the Sustainable Economy and Culture Partnership.

7.4 Resources and Value for Money

There are no specific financial implications from this report.

7.5 Legal Implications, Access to Information and Call In

The report is subject to call in.

7.6 Risk Management

Risk management and assessment will be undertaken by the multi agency and disciplinary planning and implementation group.

8.0 Recommendations

Executive Board is asked to:

- Indicate support for the proposed outline vision and next steps for delivery of a bigger, bolder, better offer for the young people of Leeds.

9.0 Background Papers

9.1 There are no background papers to this report.