



## WOKING JOINT COMMITTEE

**DATE:** WEDNESDAY 23 SEPTEMBER 2014  
**LEAD OFFICER(S):** SUE BARHAM (WOKING BC)/ LEIGH MIDDLETON (SURREY COUNTY COUNCIL)

**SUBJECT:** CHANGES TO THE COMMUNITY YOUTH WORK SERVICE LINKED TO THE INTEGRATED YOUTH STRATEGY FOR WOKING

**AREA:** WOKING

### **SUMMARY OF ISSUE:**

Woking Borough Council and Surrey County Council (Services for Young People) have been working to further the work of the integrated youth strategy through changes proposed to how youth work is delivered by the Community Youth Work Service (CYWS) and WBC.

These changes are designed so that the Community Youth Work Service (CYWS) in partnership with WBC are able to deliver youth work in areas where there is the greatest need of supporting young people into employability.

This paper seeks the decision of the Joint Committee to approve these proposals as formal guidance for the CYWS and WBC from October 2015 onwards.

### **RECOMMENDATIONS:**

#### **Woking Joint Committee is asked to agree:**

- (i) The below proposals set out in 3.1 as formal guidance for the Community Youth Work Service.
- (ii) Agree for the 'Officers Group' and Youth Task Group to scrutinise any variance from the agreed guidance to allow providers to adapt provision to meet the shifting needs of young people.

### **REASONS FOR RECOMMENDATIONS:**

These changes are designed to enable the Community Youth Work Service (CYWS) to better support the integrated youth strategies priorities and implement a County Council Cabinet steer to allocate more of our resources to the areas of greatest need; and respond positively to an overall funding reduction of 11% for Community Youth Work across Surrey.

In addition WBC used the public consultation carried out to inform the future allocation of WBC funding from April 2016. A joint consultation was conducted by

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[www.surreycc.gov.uk/woking](http://www.surreycc.gov.uk/woking)

both authorities.

The proposals presented in this report have been developed in discussion with the local Youth Task Group and informed by a public consultation.

## **1. INTRODUCTION AND BACKGROUND:**

- 1.1 This item is for Joint Committee decision, in line with the Joint Committee's role to advise the Community Youth Work Service on the allocation of its resources in line with the integrated youth strategy.
- 1.2 Between 2012-15 Surrey County Council has delivered youth work through its Centre Based Youth Work Commission. This involved contracting the management of Surrey youth workers to voluntary, community and faith sector organisations. The commission engaged around 7,000 young people in 16,000 hours of quality youth work provision each year, delivered from 31 main and 10 satellite youth centres across the county. The Commission also implemented the Surrey National Youth Agency Quality Mark for youth work, leading to a step-change in quality across the county.
- 1.3 During 2015-16 Woking Borough Council has provided funding to local organisations to deliver youth work in areas within the borough where there has been previous identified need.
- 1.4 Subject to the agreement in principle to the direction of travel for the CYWS, WBC's youth offer from April 2016 will be more closely integrated with the shared core priorities of the integrated youth strategy and the work of the CYWS. The outcome of the recent joint consultation will assist further with future commissioning decisions for WBC whilst recognising that any such future arrangements will need to remain flexible to meet the changing local need.
- 1.5 In September 2014 the SCC Cabinet approved the commissioning of a new Surrey County Council, Community Youth Work Service (CYWS) to build on the strong foundations laid by Centre Based Youth Work, which launched on 1 April 2015.
- 1.6 The CYWS will develop the delivery of youth work in Surrey to better support young people's employability. This complements the priorities of the integrated strategy and means:
  - focussing resources on the areas of greatest need through a Resource Allocation System and 'hub and spoke' approach (explained in section 2);
  - delivering in higher need communities that do not currently have youth centres and being more responsive to changing needs over time;
  - building partnerships with local voluntary, community and faith sector (VCFS) organisations to develop youth work in areas of lower need;
  - supporting the delivery of the Ready for Work Programme, in partnership with the Youth Support Service;
  - delivering more one-to-one early help for young people, in support of SCC's Early Help Strategy and strengthening links with other early help services such as the Family Support Programme;

- increasing partnership working to improve health and wellbeing outcomes for young people, in particular those at risk of child sexual exploitation (CSE); and
  - strengthening local accountability through Youth Task Groups and the Joint Committees, who set local priorities for youth work in each borough and district.
- 1.7 The model includes four different delivery approaches for youth work that allow the level of resources to be varied in response to need. These are:
- **Youth Work Hub** – One hub in each borough and district, typically where the CYWS Senior Practitioner will be based, supported by the most staffing resources, located in the area of highest need, and linked to all the spokes in the borough or district
  - **Integrated Spokes** – resourced by full-time or part-time JNC qualified SCC youth workers, supported by a part-time staff team and targeted in areas of higher need in the borough or district
  - **Partnership Spokes** – SCC staff working in partnership with the VCFS to provide a quality youth offer
  - **Community Spokes** – SCC support for VCFS groups to run provision, for example through the use of SCC buildings. Generally, no SCC staff would be allocated to work from these spokes
- 1.8 Whilst these changes are in the best interests of young people, they do mean the service will look different on the ground in some areas. Open-access youth work will remain at the heart of the CYWS vision, but resources will rightly need to be refocused on the vital new developments listed above.
- 1.9 Alongside these changes, Community Youth Work continues to explore new models of delivery, such as a mutual or charitable trust. The aim will be to deliver improved outcomes for the same or less resource, accessing new opportunities for income generation like grant funding or trading services. External consultants, funded through the Cabinet Office, have produced a report evaluating the different delivery models available for youth work in Surrey and development is also being supported by the County Council's own New Model Delivery Programme.
- 1.10 Surrey County Council has launched a Youth Work Commission to explore the role of Youth Work in the 21<sup>st</sup> century, which has a growing national profile. This Commission is engaging leading thinkers from across the youth work sector in the UK, as well as local Surrey practitioners and young people. This commission will advise on the future delivery model for youth work in Surrey, with a subsequent report to SCC Cabinet planned for between January and March 2016.
- 1.11 The integrated youth strategy for Woking brings together all provision that contributes to the offer for young people. It is enabling organisations to align resources, increase collaboration and reduce duplication. The proposals in this paper are a step towards this objective.

## 2. ANALYSIS:

- 2.1 There are two SCC policies that underpin how resources are being allocated to need that the Joint Committee needs to be aware of: a **Resource Allocation System**, to objectively divide resources at a strategic level between boroughs and districts; and a **'hub & spoke'** model that allows local flexibility to allocate resources in response to need between communities within boroughs and districts. These two policies have meant that changes are needed to youth work delivery in some Surrey communities.

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- 2.2 The **Resource Allocation System (RAS)** is designed to make the best possible use of funding available for Community Youth Work to support the integrated youth strategy and to support young people to be employable. It draws together the key data and wider partners knowledge about young people and uses this to allocate funding to districts and boroughs in proportion to the level of need.
- 2.3 The RAS has been developed with the Services for Young People Re-commissioning Project Board. The Board was chaired by Clare Curran, SCC Cabinet Member for Children and Families Wellbeing, and included cross-party Member representation, alongside representative young people. The Woking 'Officers Group' has also been involved to support the alignment of integrated youth strategy and the re-commissioning of the CYWS. The Re-commissioning Project Board considered a range of options since the September SCC Cabinet meeting, where the exploration of approaches to allocate resources to need was approved, and on 11 March 2015 they recommended a preferred RAS approach. This approach closely aligns the level of resources with the level of need in boroughs and districts, but also means the biggest changes. The impact of the RAS on funding in each borough and district, within the overall budget, is summarised in the table below.

**Table 1 - Impact of RAS on funding available to Boroughs and Districts**

Borough	Funding for delivery in 2014/15	Funding for delivery in 2015/16	% Change
<b>Elmbridge</b>	£185,000	£194,000	+5
<b>Epsom &amp; Ewell</b>	£124,000	£114,000	-8
<b>Guildford</b>	£195,000	£246,000	+26
<b>Mole Valley</b>	£191,000	£111,000	-42
<b>Reigate &amp; Banstead</b>	£268,000	£255,000	-4
<b>Runnymede</b>	£247,000	£175,000	-29
<b>Spelthorne</b>	£309,000	£265,000	-14
<b>Surrey Heath</b>	£186,000	£128,000	-31
<b>Tandridge</b>	£124,000	£129,000	+4
<b>Waverley</b>	£140,000	£143,000	+1
<b>Woking</b>	£186,000	£197,000	+6
<b>Total</b>	<b>£2,155,000</b>	<b>£1,960,000</b>	<b>-9</b>

- 2.4 Since the RAS recommendation was made by the Project Board, the proposals have been explained to Local/Joint Committee and Youth Task Group Chairmen, with focussed discussions in the areas that are most affected. Proposals were also scrutinised by the SCC Children and Education Select Committee on 26 March 2015, where there was robust discussion, but ultimately majority support for the proposed approach.
- 2.5 The RAS, which divides resources between boroughs and districts, works hand-in-hand with the **'hub & spoke' model**, which enables resources to be divided between communities within borough and district boundaries in response to need. This model moves away from all 31 main youth centres receiving the same allocation of staffing to locally determined levels of staffing in communities.

- 2.6 The locations of the hub and spokes in each borough and district have been proposed by Community Youth Work Managers in partnership with Youth Task Groups. These locations have also been subject to a public consultation.

#### Example of hub and spoke in Woking Borough

Sheerwater has been identified as having the highest level of need in the borough. It is proposed that the **hub** would be based at Sheerwater Youth Centre here, managed by the Senior Practitioner (Sandie Bolger), with a full SCC staff team. Maybury is a further area of high need, resulting in an **integrated spoke**. A full-time youth worker and part-time team will be allocated to Woking Youth Centre. In Byfleet, where there is currently no SCC youth centre, the service will establish a detached project one night a week, exploring the use of other community venues in the future. Knaphill was identified as an area of moderate need so a **partnership spoke** is proposed, partnering with one or more local youth charities. They will work alongside the Community Youth Work Service to deliver a joint programme at the SCC youth centre, with part-time SCC staff working with youth workers and volunteers from the charity (potentially funded by WBC). In Goldsworth Park, an area of lower needs proportionate to high need areas, a partnership spoke will be developed to bring the SCC Lakers Youth Centre work and WBC supported Lakeview work closer together, as well as linking with other providers working in the area.

The priorities in the integrated youth strategy identify the key priorities for Woking to enable young people to achieve their full potential. Adopting a set of common priorities will enable all organisations to align their provision and, where possible, resources to ensure a collaborative approach and offer.

### 3. OPTIONS:

- 3.1 **Option 1 (recommended)** is for the Joint Committee to approve the proposals as they are presented below as formal guidance to the CYWS. These have been through three stages of development including: local needs assessment and delivery planning by the CYWS; discussion and agreement of proposals with the local Youth Task Group; and a public consultation with young people and their communities.

**Table 2 – Current CYWS/WBC delivery in Woking Borough (2015-16)**

Area	SCC Hours of open access	WBC Hours of open access	Hours of targeted projects	Hours of 1-2- 1 work	Hours of detached work	Is it a hub or spoke?	Total sessions per week
<b>Sheerwater</b>	6		6			Hub	4
<b>Maybury</b>	6		6			Integrated Spoke	4
<b>Goldsworth Park</b>	6	4	6			Integrated Spoke	6
<b>Knaphill</b>		6*				Partnership Spoke	2

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Kingfield, Westfield & Old Woking	5	Partnership Spoke	1
Byfleet		Partnership Spoke	0
Borough wide	6		2

**Table 3 - Proposals for CYWS delivery in Woking Borough (October 2015 onwards)**

Area	SCC Hours of open access	WBC Hours of open access	Hours of targeted projects	Hours of 1-2- 1 work	Hours of detached work	Is it a hub or spoke?	Total session s per week
Sheerwater	6		6		3	Hub	5
Maybury	3		6		3	Integrated Spoke	4
Goldsworth Park	6	4	3			Integrated Spoke	5
Knaphill	3	6*	3			Partnership Spoke	4
Kingfield, Westfield & Old Woking	3	5				Partnership Spoke	3
Byfleet	3					Partnership Spoke	1
Borough wide			6	3x3hr	6		5

\* Sessions offered by VCFS partner supported by Woking Borough Council

Note: sessions currently commissioned by WBC will be subject to review for re-commissioning in April 2016.

- 3.2 **Option 2** is to authorise CYWS, in consultation with the Chairman and Chairman of the Youth Task Group, to make minor changes to enable the service to respond flexibly to the needs of the communities.
- 3.3 **Option 3** is not to approve the proposals, because the Joint Committee feels that significant changes are required to those presented in this report. This would include changes that require re-distribution of hours of delivery between different communities, changing the locations of hubs and spokes and/or introducing new areas where provision should be delivered. These changes would all require further Member and community engagement. It should be noted that this option is likely to have a significant impact for the CYWS and local communities. For staff this is likely to cause greater uncertainty about the future of their roles, for communities across the county this may mean ongoing uncertainty about the future of local services and for the CYWS as a whole it may mean it is unable to deliver the in-year budget savings that are being asked of it in 2015/16.

## 4. CONSULTATIONS:

- 4.1 The initial proposals for changes to youth work in Woking were developed in consultation with the local Youth Task Group, which met on 17th June. It should be noted that there was not a legislative requirement to consult on these changes, but it does represent best practice and both WBC and SCC (CYWS) felt it was vital to engage with communities in developing the proposals.
- 4.2 These initial proposals were then put out for an open public consultation, which ran from 29<sup>th</sup> June to 28<sup>th</sup> August. The main target audience for the consultation was local young people, in particular those who currently attend youth centres (SCC or WBC funded) and projects, but there was also a range of opportunities for members of the community to have their say on the proposed changes. Three public consultation events were held across Woking Borough during the consultation window. 37 responses were received from the public to the online consultation via the Surrey Says service.
- 4.3 The key findings from the consultation were:
- a. There was strong support for the principles of allocating the available joint resources to the needs of young people and particularly to the communities across Woking Borough that need it most.
  - b. The areas identified for additional provision (Knaphill and Byfleet) were confirmed as areas in need of support.
  - c. There was concern that there would be less hours of provision at Goldsworth Park. Although the number of evenings per week would remain at 3.
- 4.4 Advice from SCC Legal Services was sought in relation to the need for a public consultation and how best this should be handled.

## **5. FINANCIAL AND VALUE FOR MONEY IMPLICATIONS:**

- 5.1 There is £197,000 available to fund the front-line delivery of the Community Youth Work Service in Woking. This fits within the agreed revenue budget for the service in 2015/16.
- 5.2 In addition WBC is due to consider how their present budget for youth work is allocated from 2016 in line with the Integrated Youth Strategy. This will be the subject of future discussions at both Officer and Task Group level.

## **6. RISK MANAGEMENT:**

- 6.1 Commissioning and prioritising locally, ensures that services will be more effective and efficient at meeting the needs of young people.
- 6.2 Developing and implementing an integrated youth strategy will reduce the likelihood of duplication and allow organisations to co-ordinate delivery to best meet the needs of young people across Woking.

## **7. LOCALISM:**

- 7.1 These proposals enhance and complement the priorities and spirit of integration within the integrated youth strategy.
- 7.2 All communities across Woking Borough will be impacted by these proposals in the following ways:
  - a. A change in number of hours of youth work being provided as set out in 3.1
  - b. Incorporating an Woking wide offer to enable targeting of some resource to specific communities according to changing need.
- 7.3 This decision encourages local self-reliance by allowing greater opportunities for community involvement in the delivery of positive activities to young people, through Partnership and Community Spokes, but also through volunteering and encouraging local income generation to support services.

## **8. EQUALITIES AND DIVERSITY IMPLICATIONS:**

- 8.1 A full Equality Impact Assessment (EIA) has been completed on the RAS and 'Hub & Spoke' changes. The key findings from this assessment are:
  - a. On balance, the EIA highlights that the impact of these changes will be positive in supporting young people's employability in Surrey
  - b. Young people and communities in areas that have been identified as having high levels of need will benefit from the more effective targeting of resources
  - c. Young people who live in areas that are identified as lower need may experience a negative impact if resources are allocated elsewhere, although efforts are being made to engage local communities in responding to any changes
  - d. Some young people with protected characteristics may feel that services available are inaccessible for them if: location is changed; there is a lack of understanding of particular needs amongst staff; or partner organisations have a particular set of values or beliefs
  - e. Staff who work part time, those with disabilities or medical conditions that limit their ability to travel and those with caring responsibilities are likely to experience greater impact on their time and finances should provision be moved from their current base
  - f. The EIA sets out the range of responses that the CYWS and Services for Young People as a whole will undertake to mitigate as far as possible any negative impacts and maximise the positive impacts on young people and staff with protected characteristics

## **9. OTHER IMPLICATIONS:**

- 9.1 Crime and Disorder implications



A key outcome of quality youth work is reducing offending and anti-social behaviour amongst young people. One of the key factors that has been considered in re-allocating the resources available for youth work is the number of young people who are involved in offending. By allocating more resources to the areas of greatest need the impact of the resources available should be increased.

## 9.2 Sustainability implications

The WBC/SCC will be delivering more locally from communities of greatest need, even where there is not a youth centre available in that community. By delivering in these new areas the need for young people living there to travel to services is reduced. As no centres are being closed through these proposals and we are looking to maximise the use of our buildings through working in partnership with communities we anticipate that the overall impact of the changes across the county will be positive.

## 9.3 Corporate Parenting/Looked After Children implications

Another key factor that has been considered in re-allocating the resources available for youth work is the number of young people who have been open referrals to Children's Services. This includes young people who are Looked After Children. By allocating more resources to the areas where there are more young people who are Looked After, the CYWS can have a greater impact in supporting these young people, but also hopefully preventing some young people from becoming Looked After in the first place.

## 9.4 Safeguarding responsibilities for vulnerable children and adults implications

As in 8.3, a key factor that has been considered in re-allocating the resources available for youth work is the number of young people who have been open referrals to Children's Services. These are some of the young people for whom there are the greatest safeguarding concerns. By allocating more resources to the areas where there are more vulnerable young people the CYWS can have a greater impact on these groups.

As part of these overall changes the CYWS is also putting more of its resources to supporting the Council's Early Help Strategy. This means working with vulnerable young people who are stepping down from specialist services, such as Children's Services and the Family Support programme, as well as preventing young people who are at risk of needing specialist support from stepping up to these services, by building their resilience and addressing the barriers they face.

## 9.5 Public Health implications

Engagement in professional youth work in particular, but also positive activities more generally, has a positive impact on young people's mental, emotional and physical health. By targeting the resources that are available for youth work in the areas of greatest need the positive impact of these resources on a range of public health outcomes for young people is increased.

## **10. CONCLUSION AND RECOMMENDATIONS:**

- 10.1 The proposals presented in this report are designed to enable the Community Youth Work Service (CYWS) and Woking Borough Council to better support the Joint Committee's integrated youth strategy and the SCC strategic goal of employability for young people; implement a steer to allocate more of our resources to the areas of greatest need; and respond positively to an overall funding reduction of 11% for Community Youth Work across Surrey.
- 10.2 They have been developed based on: local needs assessment and delivery planning by the CYWS and joint partners; discussion and agreement of proposals with the local Youth Task Group; and a public consultation with young people and their communities.
- 10.3 The recommendation of this report is that the Joint Committee approves the proposals set out in 3.1 as formal advice for the Community Youth Work Service and Woking Borough Council following this meeting:

## **11. WHAT HAPPENS NEXT:**

- 10.1 If the Joint Committee approves the proposals, the CYWS will begin implementing the proposed changes as soon as possible, working alongside staff, young people and communities.
- 10.2 The Integrated Youth Strategy 'Officers Group' will support the further integration of youth work and use of resources across Woking Borough.
- 10.3 The final Joint Committee decision will be shared with staff in the Community Youth Work Service, integrated strategy partners, young people accessing Youth Centres and their communities.
- 10.4 The decision of the Joint Committee will be shared through the Surrey Says, as part of the outcome of the public consultation.

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### **Contact Officer(s):**

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WBC: Sue Barham, Strategic Director email: sue.barham@woking.gov.uk tel: 01483 743810

### **Consulted:**

SCC and WBC Service users were consulted as part of the development of the priorities in the integrated youth strategy.

### **Borough Portfolio Holder**

Cllr David Bittleston

### **County Council Cabinet Member**

Linda Kemeny

Clare Curran – Associate Cabinet Member

### **Annexes:**

### **Sources/background papers:**

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