SURREY COUNTY COUNCIL

LOCAL COMMITTEE (SURREY HEATH)

SURREY

DATE: **01/10/2015**

LEAD OFFICER: **Garath Symonds, Assistant Director for Young People, Services for Young People**

SUBJECT: **Changes to the Community Youth Work Service in Surrey Heath Borough**

DIVISION: **ALL**

SUMMARY OF ISSUE:

Services for Young People is proposing changes to how Community Youth Work is delivered in *borough/district*. These changes are designed to so that the Community Youth Work Service (CYWS) 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 Local Committee to approve these proposals as formal guidance for the CYWS from October 2015.

RECOMMENDATIONS:

The Local Committee (Surrey Heath) is asked to agree:

(i) The below proposals set out in 3.1 as formal guidance for the Community Youth Work Service.

(ii) That the Senior Practitioner in consultation with the Practice Lead (West) and Chairman of the Youth Task Group may adjust the services offer to meet the needs of young people as they change.

REASONS FOR RECOMMENDATIONS:

These changes are designed to: enable the Community Youth Work Service (CYWS) to better support the Council's strategic goal of employability for young people; 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.

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 Local Committee decision, in line with the Local Committee's role to advise the Community Youth Work on the allocation of its resources.

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 County Council 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 In September 2014 the 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.

1.4 The CYWS will develop the delivery of youth work in Surrey to better support young people's employability. This means:

- focussing resources on the areas of greatest need through the 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 the Council'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 Local Committees, who set local priorities for youth work in each borough and district.

1.5 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 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
- **SCC 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

1.6 Whilst these changes are in the best interests of young people, they do mean the service that will look different on the ground in some areas. Open-access youth work will remain at the heart of the service's vision, but resources will rightly need to be refocused on the vital new developments listed above.

1.7 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 Council's own New Model Delivery Programme.

1.8 Surrey County Council has launched a Youth Work Commission to explore the role of Youth Work in the 21st 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 Cabinet planned for between January and March 2016.

2. ANALYSIS:

2.1 There are two policies that underpin how resources are being allocated to need that the Local 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.

2.2 The **Resource Allocation System (RAS)** is designed to make the best possible use of funding available for Community Youth Work to support Surrey's young people to be employable. It draws together the key data 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, Cabinet Member for Children and Families Wellbeing, and included cross-party Member representation, alongside representative young people. They have considered a range of options since the September 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
Elmbridge	£185,000	£194,000	5
Epsom & Ewell	£124,000	£114,000	-8
Guildford	£195,000	£246,000	26
Mole Valley	£191,000	£111,000	-42
Reigate & Banstead	£268,000	£255,000	-4
Runnymede	£247,000	£175,000	-29
Spelthorne	£309,000	£265,000	-14
Surrey Heath	£186,000	£128,000	-31
Tandridge	£124,000	£129,000	4
Waverley	£140,000	£143,000	1
Woking	£186,000	£197,000	6
Total	**£2,155,000**	**£1,960,000**	**-9**

2.4 Since the RAS recommendation was made by Project Board, the proposals have been explained to Local Committee and Youth Task Group Chairmen, with focussed discussions in the areas that are most affected. Proposals were also scrutinised by the 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 a borough

Community A has been identified as having the highest level of need in the borough. It is proposed that the **hub** would be based at the local SCC youth centre here, managed by the Senior Practitioner, with a full SCC staff team. Communities B and C are also areas of high need, requiring **SCC spokes**. A full-time youth worker and part-time team will be allocated to the youth centre in Community B whilst in Community C, where there is currently no SCC youth centre, the service will establish a detached project three nights a week, exploring the use of other community venues in the future. Community D was identified as an area of moderate need so a **partnership spoke** is proposed, partnering with a local youth charity. They will work alongside Community Youth Work to deliver a joint programme at the SCC youth centre, with part-time SCC staff working with youth workers and volunteers from the charity. Over time, SCC has agreed to explore with the charity whether they can take on full delivery at the centre in the future, once alternative funding is secured, leading to it becoming a full **community spoke**.

3. OPTIONS:

3.1 **Option 1 (recommended)** is for the Local 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 - Proposals for CYWS delivery in Borough/District

Area	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
Old Dean	6	9			Hub	5
St Michaels and Watchetts	3	3			SCC Spoke	2
Frimley	3				Partnership Spoke	1
Town		3				1
Borough/District-wide		3	3	6	Partnership Spoke	4

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 Local 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 Community Youth Work in Surrey Heath Borough were developed in consultation with the local Youth Task Group, which met on 10th June. It should be noted that there was not a legislative requirement to consult on these changes, but it does represent best practice and the 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 29th June to 4th September. The main target audience for the consultation was local young people, in particular those who currently attend youth centres and projects, but the Service also provided a range of opportunities for members of the community to have their say on the proposed changes. 4 public consultation events were held across Surrey Heath Borough during the consultation window. 26 consultation responses were received from the public to the online consultation via the Surrey Says service.

4.3 The key findings from the consultation were:

- There was strong support for the services decision to apply the resource allocation system and hub and spoke models to youth work deliver in Surrey Heath.
- The areas of identified needs were considered to be accurate and the correct locations to divide up the youth work resources across Surrey Heath.
- There was disappointment at the reduction in resources in some centres across Surrey Heath.

4.4 Advice from 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 £128,000 available to fund the front-line delivery of the Community Youth Work Service in Surrey Heath Borough. This fits within the agreed revenue budget for the service in 2015/16.

6. EQUALITIES AND DIVERSITY IMPLICATIONS:

6.1 A full Equality Impact Assessment (EIA) has been completed on the RAS and 'Hub & Spoke' changes. The key findings from this assessment are:

- On balance, the EIA highlights that the impact of these changes will be positive in supporting young people's employability in Surrey
- 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
- 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
- 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
- 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
- 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

7. LOCALISM:

7.1 All communities across Surrey Heath Borough will be impacted by these proposals in the following ways:

- A change in number of hours of youth work being provided as set out in 3.1
- Incorporating a Surrey Heath wide offer to enable targeting of some resource to specific communities according to changing need.

7.2 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. OTHER IMPLICATIONS:

Area assessed:	Direct Implications:
Crime and Disorder	Set out below.
Sustainability (including Climate Change and Carbon Emissions)	Set out below.
Corporate Parenting/Looked After	Set out below.

Children	
Safeguarding responsibilities for vulnerable children and adults	Set out below.
Public Health	Set out below.

8.1 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.

8.2 Sustainability implications

The CYWS 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.

8.3 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.

8.4 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.

8.5 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.

9. CONCLUSION AND RECOMMENDATIONS:

9.1 The proposals presented in this report are designed to enable the Community Youth Work Service (CYWS) to better support the Council's strategic goal of employability for young people; implement a 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.

9.2 They have been developed based on: 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.

9.3 The recommendation of this report is that the Local Committee approves the proposals set out in 3.1 as formal advice for the Community Youth Work Service following this meeting:

10. WHAT HAPPENS NEXT:

10.1 If the Local 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 final Local Committee decision will be shared with staff in the Community Youth Work Service, young people accessing Youth Centres and their communities.

10.3 The decision of the Local Committee will be shared through the Surrey Says, as part of the outcome of the public consultation.

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Consulted:
Young people across Borough
A wide range of stakeholders including members of communities, schools and local partners
Youth Task Group
Services for Young People Re-commissioning Project Board

Annexes:
N/A

Sources/background papers:
- Report to Cabinet on Creating Opportunities for Young People 2015-20 on 22 April 2014.
- Report to Cabinet on Creating Opportunities for Young People 2015-20 on 23 September 2014
- Report to Cabinet on Revenue and Capital Budget 2015/16 to 2019/20 and Treasury Management Strategy on 3 February 2015
- Report to Council on Revenue and Capital Budget 2015/16 to 2019/20 and Treasury Management Strategy on 10 February 2015
- Report to Children and Education Select Committee on Creating opportunities for Young People: Commissioning for 2015 – 2020 and implications of budget reductions on 26 March 2015