

AGENDA SUPPLEMENT (2)

Meeting: Cabinet
Place: Kennet Room - County Hall, Trowbridge BA14 8JN
Date: Tuesday 21 January 2014
Time: 10.30 am

The attached supplement has been added following the meeting of Cabinet to provide further information to the public.

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This supplement and all the documents referred to within it are available on the Council's website at www.wiltshire.gov.uk

Review of Positive Leisure-Time Activities for young people_ (Pages 1 - 72)

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Wiltshire Council

Cabinet

21 January 2014

Subject: Review of positive leisure-time activities for young people

Cabinet member: Councillor Laura Mayes – Children’s Services

Key Decision: Yes

Executive Summary

As a local authority, Wiltshire Council has a statutory duty to secure for young people aged 13-19¹ access to sufficient positive leisure-time activities to improve their well-being. For more than ten years, Wiltshire Council, and the former county and district councils, met this requirement through the provision of an open access development service for young people. The youth work team of the Integrated Youth Service currently operates across the county, offering a mix of centre and street-based youth work with an annual budget of £1.3m.

In the ten years since the service was first established the lives of young people have changed considerably. The rapid expansion of home entertainment, the growth in the number of commercial leisure providers, and the launch of smart technology combined with the phenomenon of social networking means young people are growing up in changing social environments and living very different lives. The council recognises that it needs to respond to these changes and consider the most appropriate approach to meet young people’s needs.

Feedback from prior consultation with young people reveals that;

- They want to have a greater influence about services which affect them;
- They value sport and leisure based activities;
- They want positive leisure-time activities to be decided locally; and
- They want community campuses to include suitable space for them.

At present, approximately 8 percent of the 13-19 population access the council’s youth work provision.² Many young people are likely to be engaged in a vast array of other activities offered by voluntary, community and private sector providers. Based on this the council needs to reflect on the future provision of positive leisure-time activities – recognising the valuable contribution of the voluntary and community sector – as well as considering how it positively engages with young people given the change in their lifestyles.

The council also recognises the need to consider changes to government youth policy. In 2012, the Department for Education set out a new approach called Positive for Youth, which included updated statutory guidance on services and activities to improve young people’s well-being. Local authorities were reminded

¹ Up to age 24 for young people with a learning difficulty.

² Represents 3585 individuals covering the period 01/04/2013 to 30/09/2013.

of their responsibility to continue to support young people, especially those who are more vulnerable, to engage positively in their communities and make a successful transition to adulthood. The government also defined a new role for councils to shift their role to be an enabler of services, rather than a direct provider, with an enhanced role for the voluntary and community sector.

This approach aligns with the principles of the Localism Act, which shifts power and control from local authorities and public sector providers into the hands of local communities and individuals. This also reflects the council's vision; to create stronger and more resilient communities by encouraging and supporting local communities to do more for themselves and, as a consequence, become less reliant on decreasing public sector resources.

Since becoming a unitary council in 2009, Wiltshire Council has adopted a radical and forward thinking approach to delivering its vision and services. A major programme of transformation will deliver significant savings and improved public services through the development of 18 community campuses. The campuses, designed by communities, will provide the services they want and need, in a location they consider best for their community and run by communities. The campuses will provide modern, sustainable, fit for purpose facilities, offering co-located services including libraries, leisure, police, health and community services. The first campus will open in Corsham in June 2014.

The campuses offer new opportunities for local communities, including the younger generation, to participate and get involved in a range of services, activities and local decisions that affect them.

The council needs to manage unprecedented financial challenges by balancing the growing demand for services against the reduction in funding from central government. This has meant taking tough decisions to reduce spending over the next four years. In February 2013, the council agreed to reduce spending across the Integrated Youth Service by £250,000 per annum, based on the changes as highlighted above. Further savings will be required in the 2014/15 budget year.

To help manage increased service expectations, particularly in safeguarding and social care, the council along with partner organisations has developed an Early Help Strategy. This seeks to improve outcomes for children, young people and families by providing the right help as soon as it is needed. To deliver this strategy the council needs to re-focus its youth services so that young people in most need of support can access and are provided with help before problems escalate and reach crisis point.

It is clear that the existing model for meeting the council's statutory duty to secure access to positive activities for young people requires review and that there is a need to do things differently and work in a more innovative way to meet the needs of young people in the future.

A new approach needs to respond to the modern lives of young people and should be shaped by their views, as well as meet the legal duties of the council. Future provision needs to align to the new community campuses and be sustainable ensuring that help, support and resource is provided to the young people who need it most.

Proposal(s)

That cabinet reviews how the council meets its statutory duty to secure for young people aged 13-19³ access to sufficient positive leisure-time activities which improve their wellbeing, and sufficient facilities for such activities. This report sets out a range of options for cabinet to consider, with a provisional recommendation to develop a community led approach, subject to formal consultation with young people, internal staff and other key stakeholders to inform the decision making process. In considering the options cabinet members are reminded of the need to comply with the following legal obligations:

- Take steps required by s507B(9) of the Education Act 1996 to ascertain the views of qualifying young person's about the proposals;
- Comply with and pay due regard to the Public Sector Equality Duty under s149 of the Equality Act 2010, which requires that all councillors must consider the equality issues and impacts of proposals as part of the decision making process.

All councillors are advised to read the Equalities Impact Assessment (Appendix 1) prior to cabinet as well as taking note of the equality considerations set out in this report. In addition, councillors should consider the risks associated with the proposals as detailed in the attached risk register (Appendix 2). It is mandatory for the cabinet as decision-makers, to read and examine this report in full, including the appendices.

Reason for Proposal

Section 507B of the Education Act 1996 requires that every local authority in England must, so far as reasonably practicable, secure for qualifying young persons in their area access to sufficient positive leisure-time activities which improve their well-being, and sufficient facilities for such activities. Updated statutory guidance (June 2012) reminded local authorities of their responsibility to continue to support young people, especially those who are more vulnerable, to engage positively in their communities and make a successful transition to adulthood. The government also defined a new role for councils to shift their role to be an enabler of services rather than a direct provider, with an enhanced role for the voluntary and community sector.

The council's existing model for principally meeting this duty requires a systematic review to reflect the changing world we live in and there is a need to do things differently and work in a more innovative way to meet the needs of young people, in the future. A new approach needs to respond to the modern lives of young people and should be shaped by their views, as well as meet the legal duties of the council. Future provision needs to align to the new community campuses and be sustainable to ensure that help, support and resource is provided to the young people who need it most.

Name of Director	Terence Herbert	Carolyn Godfrey
Designation	Associate Director	Corporate Director

³ up to 24 for young people with a learning difficulty

Wiltshire Council

Cabinet

21 January 2014

Subject: Review of positive leisure-time activities for young people

Cabinet member: Councillor Laura Mayes – Children’s Services

Key Decision: Yes

Purpose of Report

1. The purpose of this report is to review how the council meets its statutory duty to secure for young people aged 13-19 (up to 24 for young people with a learning difficulty) access to sufficient positive leisure-time activities which improve their well-being, and the provision of sufficient facilities for such activities. In doing so, there is a need to ensure compliance with the council’s Public Sector Equality Duty under s149 of the Equality Act 2010 in the decision making process.
2. The report sets out a range of options for cabinet members to consider, with a provisional recommendation to develop and implement a community led approach, subject to formal consultation with young people, internal staff and other key stakeholders to inform the decision making process and future provision.

Background

Introduction

3. The provision of positive leisure-time activities is a key part of the local authority’s overall offer to young people and communities, and the council is committed to continuing this provision. A positive activity can be any educational or recreational leisure-time activity that is arts, sports, leisure, informal education and community based which helps young people to achieve healthy and safe lifestyle outcomes.
4. For more than ten years, Wiltshire Council (and the former county and district councils) has met its statutory duty to secure access to positive activities for young people primarily through the provision of an open access development service for young people. Since the service was first established the lives of young people have changed considerably. The rapid expansion of home entertainment, the growth in the number of commercial leisure providers, and the launch of smart technology combined with the phenomenon of social networking means young people are growing up in changing social environments and living very different lives.

5. To respond to this as well taking into account other key drivers for change, as outlined below, it is appropriate for the council to systematically review how it meets its statutory duty in response to the changing world we live in. A new approach needs to respond to the modern lives of young people and should be shaped by their views, as well as meet the legal duties of the council. Future provision needs to align to the new community campuses and be sustainable ensuring that help, support and resource is provided to the young people who need it most.
6. Options for the future provision of positive leisure-time activities have been developed by key officers in consultation with cabinet members. In October 2013 an internal cross-cutting project management group was established, chaired by the Head of Service for Integrated Youth and Preventative Services, to oversee the development of the proposals. This group has helped shape the options for consideration in this report.

Statutory Requirements

Education Act 1996

7. Section 507B of the Education Act 1996 requires that every local authority in England must, so far as reasonably practicable, secure for qualifying young persons in the authority's area access to sufficient educational and recreational activities (also referred to as positive leisure-time activities) which are for the improvement of their well-being, and sufficient facilities for such activities. Statutory guidance was issued by the government Department for Children, Schools and Families in March 2008.
8. The government published a new youth policy in 2012 called Positive for Youth, including updated statutory guidance on services and activities to improve young people's well-being. For youth services the guidance reminded local authorities of their responsibility to continue supporting young people, especially those who are more vulnerable, to engage positively in their communities and to make successful transitions to adulthood.
9. Updated statutory guidance defined a new role for local authorities as an enabler of services rather than a direct provider, with services mainly delivered by the voluntary and community sector. Councils were reminded of the need to take steps to ascertain the views of young people and take them into account in making decisions about services and activities for them. The government does not prescribe what local authorities should fund or deliver or to what level. It is the council's responsibility to take the strategic lead to work with young people, the voluntary/community sector and other relevant partners to understand and meet young people's needs.

Public Sector Equality Duty (PSED) 2010

10. Section 149 of the Equality Act 2010 sets out a general duty which requires the council to have due regard to the need to:
 - a) Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.

- b) Advance equality of opportunity between people who share a protected characteristic and those who do not.
 - c) Foster good relations between people who share a protected characteristic and those who do not.
11. The duty is in relation to protected characteristic groups and has to be applied in the delivery of Wiltshire Council services and in the employment of its staff. The relevant protected characteristics include age, disability, gender reassignment, marital and civil partnership, pregnancy and maternity, race, religion or belief, sex, and sexual orientation.
12. Councillors are advised to read Appendix 3 which provides further detail on the local authority's statutory duties in respect of the Education Act 1996 and Public Sector Equality Duty 2010.

Current provision

13. Although the council's 507B statutory duty has largely been met through the provision of an open access development service (now youth work team) for young people to date, it's important to note that it has also been satisfied in part by a broader youth offer. This includes a range of other council and voluntary/community sector youth services and activities.
14. At present the council's youth work team operates from 24 sites across Wiltshire (Appendix 4), largely offering centre based youth work provision that is open to all 13-19 year olds, with some outreach work in Holt, Studley Green and The Friary. In some community areas provision is also available to 11 and 12 year olds. Bridging Projects are also provided which offer disabled young people the opportunity to engage in positive leisure-time activities in Chippenham, Devizes, Durrington, Malmesbury, Marlborough, Pewsey, Salisbury, Tisbury, Trowbridge and Warminster.
15. Youth workers also coordinate Youth Advisory Groups (YAGs) across the county, involving young people in shaping local services and activities which affect them. Recent data from the integrated youth database shows that 3585 13-19 year olds engaged with the youth work team from 1st April to the end of September 2013. During this time these individuals attended the service 31,186 times – averaging 8.7 attendances per young person attending.
16. The council's integrated youth service youth work team also coordinates the Wiltshire Youth Arts Partnership which provides targeted positive activities to vulnerable groups. The Duke of Edinburgh Award scheme provides informal education opportunities and an outdoor education centre offers outdoor activities via a traded service to local schools.
17. The council also runs Sparksite, a website and radio station which provides information to young people about local opportunities and positive-leisure time activities. In addition, a phone and web-based service called 'The Line' is funded which provides confidential advice and support for young people.
18. The Wiltshire Skills4Success programme is also available; a £265,000 Wiltshire Council funded scheme which aims to help young people develop

the confidence and skills they need to take up education, work or training opportunities.

19. Community area boards also sponsor a variety of youth projects in their local areas. Over the last four years the council has delegated £100,000 per annum to area boards for youth projects, with an additional £162,000 (a one-off amount) in the 2013/14 budget. This funding is in addition to the £1 million community grants budget allocated to area boards. Approximately 25-30 percent is allocated to support youth related activities.
20. Community areas allocate funding by a variety of means including participatory 'You Decide' type events; where local young people prepare bids, pitch to the attendees and then the audience (community representatives and members of the public) vote for the winners. The initiative of devolving funding to community area boards in this way has been welcomed and valued by local communities, and has helped to support the development of home-grown community youth groups which offer a range of positive leisure-time activities for young people.

Buildings

21. As stated earlier in this report, the council directly provides positive leisure-time activities from twenty-four sites across the county (Appendix 4). The total annual cost of these sites is approximately £650,000. However, there are a wide range of other community assets which are also being used or could be used to provide suitable space for youth activities. As part of a community mapping exercise council officers are working with community areas to identify these assets.
22. In addition, the campus programme means that suitable space and facilities for youth activities will form part of the campus developments. Communities are leading the development of campus proposals, directly influencing the facilities and services in local areas. Whilst these campuses are developed the council will work with community areas to identify suitable, accessible space for youth activities which makes the best use of local resources available.

Feedback from previous consultation with young people

23. The council has carried out a number of consultation exercises with young people over the last three years to ascertain their views on positive leisure-time activities. Several methods have been used to support young people's voice and influence, including focus groups and surveys.
24. Results from the Tomorrow's Voice survey perhaps provide the most extensive overview of young people's views. The survey involves consultation with local 11-18 year olds through classes in Wiltshire's secondary schools. There are usually two surveys per year with questions posed by the council, health, police and fire and rescue. Approximately half of the secondary schools are surveyed each time, with around 1,200 young people taking part. The information below is based on survey's undertaken in 2011 and 2012. Young people tell us:

- a) They are most satisfied with services provided by their local leisure centre, voluntary run youth groups and libraries.
- b) That most services they come into contact with help them to participate in fun activities and improve their physical fitness.
- c) They would prefer their youth club/centre to be within walking distance of their home; however 37 per cent of those who responded (Spring 2011) stated location didn't matter as they wouldn't attend anyway.
- d) That social space for young people is important.
- e) That the cost to attend a youth club should be as low as possible.

25. In 2011, the council undertook a specific consultation with young people on the development of an 11-19 years commissioning strategy. This mainly involved 13-19 year olds, many of whom were engaged in youth work. 746 young people from schools, community area young people issue groups, voluntary/community sector, Wiltshire Assembly of Youth, Children in Care Council and bridging projects contributed to a review of the council's development service for young people. These young people said:

- a) They wanted to have a greater influence about services which affect them.
- b) They would like to keep their local youth centre and would like campuses to include suitable space for them, designed by young people.
- c) That positive relationships with workers/adults are important and valued.
- d) That access to youth work and positive activities should be fully inclusive and free of charge.
- e) They would like help to do better at school/college and move into employment and training.
- f) They are still struggling with transport issues in some areas and want a local access point to services. It would be good to have youth activities in one place.

26. As part of the consultation young people were invited to consider four options for the future shape of the development service for young people; testing the market; local partnerships; local management and campus links; less buildings, more voluntary/community sector support. The majority of respondents favoured the local management and campus links option.

27. A pre-consultation event also took place on the 11-19 years commissioning strategy which invited young people to give their views on what's positive and what needs to change within their local community area. Young people were asked specifically about their thoughts on positive leisure-time activities. They said:

- a) Sport and leisure is important.
- b) Informal education opportunities are beneficial.
- c) Community area young people's issue groups and access to the area boards for young people are valuable.
- d) Transport can be a major barrier to accessing positive leisure-time activities.
- e) Youth groups provided by the council and the voluntary/community sector are highly rated.

28. In addition to the above, the views of young people engaged in Youth Advisory Groups (YAGs) across the county were gathered in August 2013 at an event focused on reviewing progress and setting out a vision for YAGs, as well as identifying key issues in Wiltshire. A key message from those present was that they wanted their local YAG to have a greater say in shaping local services and activities for young people.

Learning from other local authorities

29. Many areas in England have already moved away from directly providing positive leisure-time activities for young people; significantly reducing funding in this area. These areas have re-focused in-house youth services provision on targeted work with vulnerable young people, and have taken steps to enable the voluntary and community sector to provide universal services.

30. Nearby local areas such as Somerset, Hampshire, Gloucestershire and North Somerset have developed voluntary/community led approaches to the provision of positive activities. Information about how other areas are meeting their 507B statutory duty is included in Appendix 3.

31. In November 2013 the Court of Appeal ruled that North Somerset Council acted unlawfully in 2012 when it reduced funding to its youth services by more than 70 percent over a three year period. It was found that the council had failed to comply with its obligations under s507B of the Education Act 1996 and the applicable statutory guidance. It had also failed to meet its public sector equalities duties under s149 of the Equality Act 2010.

32. The court found there was insufficient evidence that the council had taken the steps required by s507B(9) of the Education Act 1996 to ascertain the required views of qualifying young people about the proposal. In addition, the council had failed to pay due regard to the Equality Duty because there was a lack of evidence that councillors understood and had used the full equality analysis found within committee papers to inform decision making. Instead they had an over-reliance on a summary document which failed to include detail about the impacts on different 'protected characteristic' groups needed to make an informed decision.

Wiltshire Council Business Plan & Medium Term Financial Strategy

33. At the heart of the council's four year Business Plan (2013-17) is a vision to create stronger and more resilient communities. Key priorities are to continue to protect the most vulnerable in our communities, boost the local economy; creating and safeguarding jobs, and encourage communities to come together and provide support so that they can do more for themselves.

34. The plan also includes a commitment to continue to address unprecedented financial pressures against a backdrop of reduced government funding and increased demand for service provision, particularly for those who are most vulnerable in our communities. This requires tough decisions and in February 2013 the Wiltshire Council Financial Plan, reduced spending across the integrated youth service by £250,000 per annum. The target reduction in 2014/15 budget year is £500,000.

Early Help

35. To help manage increased service expectations on children's safeguarding and social care (e.g. Munro review of child protection (May 2011) and new Ofsted framework for the inspection of children's services (November 2013)) the Wiltshire Children and Young People's Trust and Safeguarding Children's Board has developed an Early Help Strategy. This seeks to improve outcomes for children, young people and families by providing the right help as soon as it is needed. To deliver this strategy the council needs to re-focus its youth services so that young people in most need of support can access and are provided with help before problems escalate and reach crisis point.

Main Considerations for the Council

36. Cabinet members are invited to consider the following options for the future provision of positive leisure-time activities for young people:
- a) Retain the current in-house service but reduce value.
 - b) Outsource the service.
 - c) Encourage and support staff to form a Public Service Mutual.
 - d) Develop a community led approach.
37. In order to ensure compliance with the Public Sector Equality Duty councillors must consider the equalities issues and impacts associated with each of the options set out within this report. It is strongly advised that councillors read the Equalities Impact Assessment prior to the meeting (Appendix 1).
38. To ensure compliance with statutory guidance and the council's Human Resources policy, consultation with young people, affected staff and other key stakeholders will be required on each of the four options to inform the decision making process.
39. Consultation with affected staff will commence following cabinet approval and will involve them being formally placed at risk of potential redundancy. Shortly afterwards a ten week consultation will be initiated with young people and the voluntary/community sector. Robust scrutiny of the proposals will also take place via the Children's Select Committee.
40. Each of the options has been evaluated by assessing their advantages and disadvantages, including an analysis of their equalities impact. Particular consideration has been given to the options in terms of their ability to support the principles of quality, sustainability, staff empowerment, voice of young people, localism, partnership working and the drivers for change and review of youth services. Cabinet members are advised to provisionally select the option that:
- a) Responds to the modern lives of young people and is shaped by their views.
 - b) Enables the council to meet its legal duties.
 - c) Is aligned to the council's vision and community campus developments.

- d) Is sustainable, ensuring that help, support and resource is provided to the young people who need it most, helping the council to manage increasing demand on children's social care.

Appraising options

Option A – Retain the current in-house service but reduce value

41. The current Integrated Youth Service budget for youth work would be reduced to achieve the budget reduction, prompting a staff restructure, which would result in a significant reduction in staff posts. An internal restructuring option could be to develop four hubs covering North, South, East and West (with the option of an additional rural hub covering Mere and Tisbury). Each hub would be comprised of one full-time youth work team leader and two full-time youth development workers.
42. The hubs would take on a developmental role in the delivery of local positive leisure-time activities. This would involve enabling and supporting local voluntary/community sector clubs and projects (e.g. training, supervision etc). Hubs would continue to deliver some positive leisure-time activities provision targeted at vulnerable groups and would be ambassadors of good youth work practice. Voluntary/community sector youth groups would be invited to join local hubs and supported to meet specific quality standards. Members of the hubs would have access to a small fund to help cover basic running costs.
43. Strengths of this option are that it enables the current service to continue but on a reduced scale. To a degree it would retain the knowledge and skills of the existing workforce. However, the capacity of the service would be greatly reduced and making the required savings would prove very difficult, particularly when taking into account the terms and conditions of existing staff. It is likely that such a model would be unsustainable in the longer term and it would prove to be a challenge to respond to any further reductions in income in the future.

Equalities Impact

44. The knowledge and understanding of the needs of the youth work team client base by current staff would continue with this model, thus ensuring a greater probability of meeting the different needs of young people and reducing the likelihood of discrimination or barriers to service.
45. The additional working with the community and voluntary sector may present an opportunity to engage with organisations who can provide specialist support and knowledge – and may potentially extend the connections with young people from 'hard to hear' groups who do not currently access any positive leisure-time activities.
46. There may be an impact on some young people living in the more rural areas of the county without good public transport links/access to a household car as hubs are created concentrating on the main urban areas of Wiltshire.

47. If this option was selected; the human resources impact would need to be reviewed in line with service requirements and the Equality Impact Assessment

Option B – Outsource the service

48. This option would involve developing a new service specification for the provision of positive leisure-time activities. This would be shaped by key stakeholders, including young people and would be based on the resources available. An open and competitive tendering exercise would be used to identify and select a preferred provider. However, there would be the option to select a number of providers to deliver in different parts of the county.

49. The contract(s) with the provider(s) would be managed by commissioners and there would be the option to use a payment by results finance model. As part of the contract the council could offer the provider free space within campuses or other suitable buildings.

50. Strengths of this option are that it would enhance the role of the voluntary, community and private sector in the provision of services and activities for young people. A contract commitment of at least three years may also bring some stability and continuity of service to young people and other stakeholders. Staff redundancies might also be minimised through transfer of undertakings (TUPE). Securing one overall provider to cover the whole county would be unlikely however, resulting in multiple contracts which could prove difficult to manage. New providers may also lack local knowledge and may not have the infrastructure in place to deliver provision to a satisfactory standard in rural areas, concentrating instead on urban towns.

Equalities Impact

51. It is difficult to determine the exact equalities impacts with this option as the range and level of impacts would depend on the scope of the contract and the model of delivery that is applied.

52. There could be a reduction in service provision through the contract (due to funding constraints), which potentially could impact on the geographical reach of positive leisure-time activities impacting on those young people living in the more rural areas of the county and with poor public transport/lack of household access to a car.

53. The service specification would need to have clear performance outcomes relating to equality to be able to monitor take up, satisfaction and access to services by different protected characteristic groups.

54. A future contractor(s) would also have to consider its responsibilities under the Public Sector Equality Duty in relation to its workforce and this would also have to be monitored through the contract review/quality assurance process.

55. The human resources impact on existing youth work team staff would be lower than the community led approach described below but these would

have to be carefully considered within any Equality Impact Assessment process.

Option C – Encourage and support staff to form a Public Service Mutual

56. A mutual is an organisation that has spun out of the public sector and continues to deliver a public service involving a high degree of employee control. It can take a range of forms such as for profit, not for profit, charity, social enterprise and community interest company. The Cabinet Office is advocating the development of mutual's at present and has established a Mutuels Information Service.
57. A service specification and contract would be developed between the council and the mutual, shaped by key stakeholders and managed by commissioners. Free space within campuses or other suitable buildings for youth activities could be made available to the new organisation. A payment by results funding system could be used where payments are made to the mutual based on the outcomes achieved.
58. Key strengths of this option are that it would empower existing staff to take ownership and respond to the key challenges. It would also retain the knowledge and skills of the existing workforce and help to minimise redundancies. However, strong commitment from staff would be needed, and it may prove difficult to provide the savings needed within the required timescales due to the complexities involved in establishing a new organisation. A new start up company may also be at risk of failure within its first year.

Equalities Impact

59. It is difficult to determine the exact equalities impacts with this option as the range and level of impacts would depend on the scope of the contract and the model of delivery that is applied.
60. The knowledge and understanding of the needs of the council's youth work team client base by current staff would continue into the mutual, thus ensuring a greater probability of meeting the different needs of young people and reducing the likelihood of discrimination or barriers to service.
61. The numbers of existing youth work team staff affected by this proposal in terms of redundancy could be less than other options.
62. Any contract would need to fully reflect and monitor the application of the Public Sector Equality Duty for the council to be confident that the duty is being met.

Option D – Develop a community led approach

63. To empower communities via community area boards with funding from the council to develop and make available positive leisure-time activities within their local area. Under this model community areas would have an annual budget for positive activities, and would consult closely with young people

(including via Youth Advisory Groups) to identify local needs and priorities and decide how this resource is best deployed. This approach would seek to build on the range of activities and partnerships that already operate at this level and would involve the council moving from being the service provider to an enabler role.

64. The budget for each community area could be set and distributed using the existing youth work or area board funding formula to ensure that resource is allocated fairly according to local need, taking into account factors such as population, deprivation and sparsity. Funding in the form of grants would create potential opportunities for individuals and small community led groups (including parents/carers) to set up new youth projects, as well as promote improved partnership working between existing youth activity providers. Volunteering opportunities for individuals and groups within communities may also be enhanced.
65. To enable community areas to take on this responsibility area boards would establish a specific sub group which would oversee the development and provision of positive leisure-time activities. This would facilitate the engagement of local voluntary/community sector groups and other key stakeholders, including young people and partner agencies such as the police, fire and rescue service. The group would be based on the model used for Community Area Transport Groups (CATGs) and could make recommendations to the area board, as appropriate. The group could also monitor local provision.
66. To support implementation, the area boards would be allocated professional help, advice and support (an enabling role) from Wiltshire Council employed community development youth advisers (new posts). These staff would work collaboratively with the voluntary and community sector to assist area boards in the provision of positive leisure-time activities which meet young people's needs. Staff would have a key focus on quality assurance, including a strong emphasis on safeguarding.
67. The council's sports development officers, who engage with sports clubs, community groups and area boards would also provide additional support where relevant, to sport and physical activity. The community development youth adviser posts would be reviewed while a community led approach and processes are embedded within local areas.
68. Taking into account the council's important role in safeguarding a quality mark scheme would be developed for community providers of positive leisure-time activities. This would be managed by the council with support from corporate procurement to administer an accredited list of approved providers which community areas would be advised to use locally.
69. It is important that young people are involved in decision-making about local provision. With a community led approach it is proposed that Youth Advisory Groups (YAGs) are coordinated differently, with several youth participation events or workshops taking place in each community area on an annual basis.

70. YAGs would be based on events that are currently used to engage members of the public in the Joint Strategic Assessment and would encourage young people from across the community to come together within a forum to discuss local issues and shape services and activities which affect them. It is suggested that in developing a community led approach young people would lead the transformation of YAGs, along with a significant contribution from the voluntary/community sector.
71. In moving toward a community led approach the council would strengthen safeguarding arrangements for the most vulnerable young people by re-investing resource into early help and targeted support provided by eight new full-time youth support worker posts. These staff would work closely with communities and would also coordinate the delivery of targeted positive leisure-time activities for young people with learning difficulties and disabilities.
72. As part of this model the council would continue to fund Sparksite, which provides information to young people about local opportunities and positive leisure-time activities. 'The Line' service would also continue to provide confidential information and support to young people via phone and online.
73. Strengths of this option are that it gives communities, and young people a much greater say on local provision, enabling them to develop innovative and community based approaches which respond to local needs. It also complements campus developments, and safeguarding for the most vulnerable young people would be strengthened through a stronger early help offer. The scheme however, is potentially complex to administer and there could be issues with ensuring a consistent minimum offer to young people across the county. Evidencing impact may also prove challenging and there would be staff redundancies.

Equalities Impact

74. Community area boards are an executive arm of the council and would need to comply with the Public Sector Equality Duty (PSED). There would need to be clear monitoring arrangements in place to ensure that the PSED is being met; any quality assurance framework would need to integrate equalities performance outcomes/criteria and these would need to be built into any review process. This would demonstrate what funding is being allocated to the range of opportunities being offered, take up and satisfaction of provision. It would also evidence the involvement and engagement of young people in the development of positive leisure-time activities by protected characteristic groups for example.
75. The model could potentially advance equality of opportunity and foster good relations due to the intergenerational elements – i.e. younger/older people and those from different backgrounds working together through the area board. In addition, the model presents an opportunity to ensure the views from a more diverse range of young people are heard in decisions that could affect them and be innovative in meeting the needs of more 'hard to hear'/vulnerable groups of young people.

76. Although this model would build on a current scheme of delegation of funding to area boards for youth projects, there needs to be consideration of the capability of the area boards to deliver this model, in particular their understanding around the consistency and practical application of the PSED to ensure equality of access and inclusion.
77. There would be significant human resources impacts in this proposal regarding the numbers of existing youth work team staff affected by possible redundancy. This would need to be fully projected and analysed through the Equality Impact Assessment process. When looking at the make-up of the current service in terms of gender, the workforce data collected suggests it is likely that redundancies would affect women more than men.

Provisional recommendation – making the case for a community led approach

78. Following careful assessment of the options it is recommended that cabinet members provisionally approve the development of a community led approach (option D), subject to formal consultation with young people, staff and other key stakeholders to inform the decision making process. A visual representation of a community led model is included as Appendix 5.
79. A community led approach responds to the views of young people from prior consultation, giving them a greater influence in shaping positive leisure-time activities within their local area. This will help to ensure that local provision is responsive to the modern lives, needs and views of the younger generation.
80. The model further enhances the role of area boards and Youth Advisory Groups to develop innovative and community-led approaches to designing and delivering services, which is a key action within the council's Business Plan. The approach empowers communities by shifting the council's role from a provider to an enabler and builds on the council's tried and tested initiative of devolving funding to community area boards for youth projects.
81. The approach supports the council's overall direction of travel, which involves moving towards a delivery approach which maximises investment in community campuses.
82. Devolving resource to community areas will create enhanced opportunities for the voluntary/community sector, particularly social enterprise. This is likely to encourage the development of a wider variety of positive leisure-time activities for young people, as well as offer increased local volunteering opportunities.
83. The approach facilitates improved joint working across the council (such as children's services and leisure) and brings together a coherent overall youth offer, which provides choice to young people and meets their needs. A wider range of activities at local level is likely to have a positive effect on the public health of the 13-19 years population.
84. The model places the provision of positive leisure-time activities on a more sustainable footing for future years and re-investment in early help will support the council to better manage demand on social care, making sure

that help, support and resource is targeted on the young people who need it most.

Impact of a community led approach

85. The shift to a community led model will mean that 50.3 FTE (full-time equivalent) posts in the current integrated youth service could be made redundant (this will affect approximately 144 staff). There will be some redeployment opportunities available and it will be important for cabinet members to understand the impact of these redundancies in relation to staff from protected characteristic groups. This information will be captured in the Equalities Impact Assessment.
86. The model will involve the creation of several new posts which are outlined below. The experience of the existing sports development officers within leisure services will provide additional support to these new roles and the Youth Advisory Groups and as appropriate to sport and physical activity.
- a) Youth Support Worker (8 full-time posts, 2 per existing children's services locality) – the purpose of these posts is to strengthen local safeguarding arrangements by providing early help to the most vulnerable young people. These staff will also coordinate the delivery of targeted youth activities for young people with learning difficulties and disabilities.
 - b) Community Development Youth Advisers (4 part-time posts) will provide professional advice and support (enabling function) to the area boards and home-grown youth groups, as well as providing practical capacity on the ground to help young people have a voice in local decision making. This will include work with area boards to support the development of Youth Advisory Groups [these posts will be subject to ongoing review]. Advisers will target support to area boards in most need of assistance.
87. Some staff affected by redundancy could be reemployed by town/parish councils or voluntary/community based organisations. There might be others who decide to setup their own business on a self-employed basis or as a social enterprise, trading their services to community area boards. Help for those staff who are interested in setting up their own business will be available from the Wiltshire Business Support Service.

Implementation

88. Development of proposals will be led by Children's Services who will manage the staffing issues, working closely with relevant stakeholders across the council. The Youth Services Project Management Group will oversee the consultation and implementation process (Appendix 6).
89. Following cabinet's decision on a provisional recommendation officers will commence formal consultation on all four options with affected staff, young people and the voluntary/community sector and will also initiate full scrutiny of the proposals via the Children's Select Committee. The Equality Impact Assessment will be updated throughout this process.

90. The council's communications team will manage the internal and external communications and a communications plan has been developed which includes key messages the proposed consultees.
91. Consultation with young people will be led by the council's voice and influence team. To ensure broad reach of consultation and the inclusion of a wide range of young people, a strategy has been developed with a number of different engagement opportunities. The basis of which includes:
- a) A consultation and engagement homepage on www.sparksite.co.uk which outlines the changes, houses key documents and will have video snapshots of young people stating the four options. The link to the SNAP survey will also be housed here.
 - b) An online SNAP survey which will be accessed via www.sparksite.co.uk. The link will be promoted on all twitter sites and young people's social network sites.
 - c) Direct texting to over 19,000 young people sharing the link for the consultation homepage, stating that changes are going to be made to how we provide positive activities for young people in Wiltshire and asking them to have their say.
 - d) A focus group consultation will be developed and this will be taken out to all representative groups such as Wiltshire Assembly of Youth, Children in Care Council, BoBs and GoGs (Lesbian, Gay, Bisexual and Transgender youth groups) and Wiltshire Youth Disabled Group. It will also be adapted and taken into special schools and offered to Youth Advisory Groups, school councils and voluntary sector groups. The focus group sessions will be delivered by members of the Voice and Influence Team.
 - e) One to one structured discussions with young people at various locations around Wiltshire. This would include some youth centres, sports clubs, leisure centres and voluntary sector groups e.g. scouts and air cadets.
 - f) Links for the survey will be sent out to all secondary schools and information will be included on Wisenet. All secondary schools will be contacted and offered the opportunity to engage in the consultation in a range of ways, from signposting their students to the survey, to focus groups and assemblies.
92. During the formal consultation process there will be the opportunity for stakeholders to present alternative options. These and the views of young people and other interested parties will be taken into account during the process.
93. Once the consultation has been completed, officers will present a final report to cabinet in April 2014 providing an analysis of stakeholder feedback along with a final recommendation. The Equality Impact Assessment will be updated with all consultation feedback and will be attached to the final cabinet report to inform decision making and ensure compliance with the Public Sector Equality Duty. It is anticipated that a new model of delivery will be in place by September 2014.

Relevance to the Council's Business Plan

94. The provisional recommendation to develop a community led approach supports the council's vision to create stronger and more resilient communities. The proposal strengthens support for the most vulnerable in our communities and encourages people to come together so they can do more for themselves.
95. The proposal supports delivery of the following key actions:
- a) Further enhance the role of area boards and Youth Advisory Groups, developing innovative and community-led approaches to designing and delivering services;
 - b) Continue to improve our safeguarding services to protect the most vulnerable in our communities;
 - c) Provide opportunities for every child and young person to improve their attainment and skills so they can achieve their full potential;
 - d) Create a campus opportunity in each community area.

Safeguarding Implications

96. It will be important to ensure that vulnerable young people within communities continue to be identified so that they can receive the right support as soon as problem first arise, before things reach crisis point. The re-investment in eight full-time equivalent youth support worker posts will provide improved early help and targeted support to young people in most need. This will help them and their families to build resilience, overcome barriers, reduce risky behaviours and improve outcomes. Staff will work closely in partnership with universal services, including local providers of positive leisure-time activities.
97. Positive activity providers will need to ensure appropriate, accessible environments for young people and keep them safe from harm. As part of the community led approach community development youth advisors will work alongside relevant colleagues and the voluntary/community sector to help embed robust safeguarding arrangements within community areas by:
- a) Supporting and skilling up area boards to develop robust processes for developing educational and recreational leisure-time activities. This will include setting out a framework which defines best practice.
 - b) Working with existing voluntary/community sector infrastructure (e.g. Develop) to offer professional advice and support to voluntary and community groups on a range of subject areas, with a strong focus on safeguarding e.g. training covering health & safety, managing risky behaviours, child protection, safe recruitment of staff and volunteers etc.
 - c) Promoting and supporting the establishment of a clear early help pathway for vulnerable young people between universal and targeted/specialist services within localities.
 - d) Work with the council's corporate procurement team to develop and administer a quality mark scheme across the county for providers of positive leisure-time activities. Through an accreditation exercise led by the council, providers will need to meet certain criteria (e.g. robust child

protection policy in place etc) in order to achieve the quality mark. Community areas will be advised to use those providers who are on the accredited provider list.

- e) In the transition to a new model of delivery it will be necessary to ensure that any vulnerable young people which are currently being supported by youth work staff are identified and case loaded to the new youth support workers or other suitable professionals within integrated youth and preventative services.

Public Health Implications

98. The provision of positive leisure-time activities within community areas is likely to have a positive impact on the health and wellbeing of the local youth population. A community led approach will engage communities in the development of a range of educational and recreational activities which are focused on improving young people's health and well-being.

99. Health inequalities often arise as a result of the unequal distribution of the determinates of health, such as socio-economic status. We know that such inequalities can arise early in life as evidenced by variations in health and social outcomes such as levels of childhood obesity and variations in educational attainment. Positive leisure-time activities within community areas could support reduction in such inequalities if activities were targeted appropriately and informed by local Joint Strategic Assessments. Consideration for how this would be managed within the proposed operating model will require consideration as work progresses. Such an approach would ensure that those young people at greatest risk of poorer health outcomes are able to access services to improve their health and wellbeing and would support activity to mitigate the impacts of child poverty.

Environmental and Climate Change Considerations

100. There are no particular impacts of this work on environmental and climate change issues. It may be the case that more localised provision may result in fewer journeys being made by council staff and members of the public.

Equalities Impact of the Proposal

101. In order to comply with the Public Sector Equality Duty under Section 149 of the Equality Act 2010 all councillors must consider the equality issues and impacts of proposals as part of the decision making process. An analysis of the equality issues and impacts of the various options for the future provision of positive leisure-time activities are included in this report. In addition an initial but detailed Equality Impact Assessment has been developed (Appendix 1). This is a working document and will be reviewed and updated on a regular basis, taking account of progress and feedback from stakeholders.

102. The council's equalities officer is leading on the equalities impact assessment process in close liaison with Councillor Allison Bucknell (Portfolio Holder for Staffing Equalities, Customer Care and Systems Thinking). Councillor Bucknell is a member of the project management group and

equalities is a key workstream which is integrated into all other aspects of the overall project.

103. It is strongly advised that all councillors read the Equalities Impact Assessment prior to the meeting as well as taking note of the equality considerations set out in this paper to inform discussions and the decision making process.

Risk Assessment

104. A risk register has been developed and will be maintained by the project management group. Key risks are raised and discussed at meetings of the group and any significant risks identified would follow corporate guidelines in being escalated. A risk register is attached with this report (Appendix 2) and councillors are strongly advised to consider these risks and mitigating actions before making a decision.

Risks that may arise if the proposed decision and related work is not taken

105. The current model for meeting the council's statutory duty may not continue to meet the needs of young people, leading to disengagement and poorer outcomes.
106. The budget reduction identified within the Medium Term Financial Strategy for integrated youth services would not be achieved.
107. The council's vision and priority to support and empower communities to do more for themselves is not fully realised - particularly the key action to further enhance the role of area boards and Youth Advisory Groups, developing innovative and community led approaches to developing and delivering services.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

108. Risks associated with the provisional recommendation are detailed within the attached risk register.

Financial Implications

109. The current integrated youth services revenue budget allocated to supporting the council to meet its 507B statutory duty is £1,343,400 per annum.
110. The full year impact of the shift to a community led approach would reduce the budget to £842,600 in 2014/15, providing full year savings of £500,800. The staff and public consultations will take place from January/February and the length of time these take will depend on the responses received and any alternative options which might require consideration. Following this variable timetable, the implementation date is likely to be between July and September 2014. This means the pro-rata saving for 2014/15 would be

between £360,000 and £250,000, and the £500,000 savings target would not be achieved in year one. This has already been noted by cabinet members.

111. If the community led option were selected, the indicative budget would be as follows; £437,100 per year would be allocated to community area boards (pro rata equivalent in 2014/15) for the provision of positive leisure-time activities. This would be in addition to the £100,000 per year that area boards already receive for youth projects through the area board base budget. Further information on the proposed 2014/15 budget for principally meeting the council's 507B duty is included in Appendix 7. The funding to community areas for the provision of positive leisure-time activities would be made available for the lifetime of this council.
112. With a community led approach a decision would be required on how funding is deployed in a fair and equitable way to community areas (taking account of key factors like population, deprivation and sparsity). Current options available include the youth work or area board funding formulas. To help determine a suitable method for the distribution of funding at a local level it will be important to agree outcomes for a community led approach in the first instance. This work will be undertaken by officers in due course and a recommendation will be made to cabinet as and when required. Further to this a decision will be required as to whether or not funding to area boards is ring-fenced for positive leisure-time activities.
113. The shift to a community led approach may enable area boards and local youth groups to attract additional funding from a range of other sources to support youth based projects and activities, bringing additional investment into Wiltshire.
114. The council's shift to an enabling role rather than a direct provider of positive leisure-time activities and a significant reduction in staff posts is likely to stimulate a wider review of the integrated youth and preventative service, which may provide further synergies (and possible savings) in future years.

Legal Implications

115. The proposal set out in this paper is subject to various legislative provisions, namely 507B of the Education Act 1996 and the Equality Act 2010 (Public Sector Equality Duty). The proposal is influenced by the findings of the recent Court of Appeal Judgement [Hunt, R (on the application of) v North Somerset Council, 2013) which ruled that North Somerset Council had acted unlawfully when making a reduction in funding to youth services. It will be vital that Wiltshire Council learns from the findings of the Judgement. The legal risks to the council associated with the proposal will be minimised through the use of internal legal advice (and external where appropriate) and effective monitoring and influence from legal services.
116. Appropriate application of the Transfer of Undertaking (Protection of Employment) Regulations 2006 in relation to staffing matters and information disclosure facilitating a transfer will be progressed by Human Resources together with on-going support provided by Legal services.

Options Considered

117. Four key options have been identified and outlined within this report to enable the council to continue to meet its 507B statutory duty, including a provisional recommendation to develop a community led approach, subject to formal consultation with young people, affected staff and other key stakeholders to inform the decision making process. Stakeholders will be consulted on all four options and will have the opportunity to present alternatives. These and their views will be taken into account during the decision making process.

Conclusions

118. Cabinet is asked to consider the four options detailed within this report and approve the provisional recommendation to develop and implement a community led approach, subject to formal consultation with young people, affected staff and other key stakeholders to inform the decision making process.

119. In making their decision cabinet members are strongly advised to consider the equalities impact of each option and the need to fulfil the council's Public Sector Equality Duty. The risks associated with the proposal should also be considered as part of the decision making process.

120. Cabinet is asked to consider a further report which provides feedback from the stakeholder consultation, as well as a final recommendation from officers in April 2014.

Name of Director **Terence Herbert**
Designation **Associate Director**

Carolyn Godfrey
Corporate Director

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20 December 2013

Appendices

1. Equalities Impact Assessment
2. Risk Register
3. Statutory Guidance
4. Buildings
5. Community led approach visual
6. Provisional Implementation Plan
7. Indicative Budget if Community Led Option chosen

Appendix 1 - Impact Assessment Evidence Document (WORKING DOCUMENT – contact jane.graham@wiltshire.gov.uk to ensure that you have the most up to date version)					
Title: What are you completing an Impact Assessment on?					
Change in Service: Review of positive leisure-time activities for young people					
Why are you completing the Impact Assessment?					
Proposed New Policy or Service	Change to Policy or Service	MTFS	Service Review		
	✓	✓	✓		
Version Control					
Version control number	2.0	Date	24/01/2014	Reason for review (if appropriate)	<ul style="list-style-type: none"> Reformatted data tables Added compliance date and officer name, review date and officers names on page 23
Risk Rating Score (use Equalities Risk Matrix and guidance) **If the Risk Score is 1 or 2, an Impact Assessment does NOT have to be completed. Please check with equalities@wiltshire.gov.uk for advice				Risk score on proposal	12 HIGH
				Risk score after mitigating actions have been identified	
Section 1 – Description of what is being impact assessed					
Introductory note: This Equality Impact Assessment (EIA) is a working document. It details the equality analysis work undertaken so far and identifies the future work needing to be undertaken (please see action plan) to ensure that Wiltshire Council meets its statutory obligations under the Public Sector Equality Duty. It is updated at various points as the project progresses and there is a strict version control process in place.					
What is being Impact Assessed: This EIA is being completed as a result of a review of how the council meets its statutory duty to secure for young people aged 13-19 (up to age 24 for young people with a learning difficulty) access to sufficient positive leisure-time activities which improve their well-being, and the provision of sufficient facilities for such activities. The review is being project managed and is overseen by a Youth Services Project					

Management Group where equality is considered as a rolling stand-alone agenda item as well as being integrated throughout the whole work of the project. For details about the members of the Project Group, please see Appendix 1 attached to this EIA document.

The review is being driven by the need to ensure an approach that responds to the modern lives of young people, is shaped by their views and reflects changes to government youth policy. Future provision also needs to align to council's business plan, new community campuses and be sustainable ensuring that help, support and resource is provided to the young people who need it most. The review also needs to provide financial efficiencies within the Integrated Youth Service of £500k per annum from April 2014. These financial savings are set within the backdrop of the wider budget setting by Wiltshire Council through the MTFS (Medium Term Financial Strategy) process.

Current provision

Although the council's 507B statutory duty has largely been met through the provision of an open access development service (now youth work team) for young people to date, it's important to note that it has also been satisfied in part by a broader youth offer. This includes a range of other council and voluntary/community sector youth services and activities.

At present the council's youth work team operates from 24 sites across Wiltshire (Appendix 4), largely offering centre based youth work provision that is open to all 13-19 year olds, with some outreach work in Holt, Studley Green and The Friary. In some community areas provision is also available to 11 and 12 year olds. Bridging Projects are also provided which offer disabled young people the opportunity to engage in positive leisure-time activities in Chippenham, Devizes, Durrington, Malmesbury, Marlborough, Pewsey, Salisbury, Tisbury, Trowbridge and Warminster.

Youth workers also coordinate Youth Advisory Groups (YAGs) across the county, involving young people in shaping local services and activities which affect them. Recent data from the integrated youth database shows that 3585 13-19 year olds engaged with the youth work team from 1st April to the end of September 2013. During this time these individuals attended the service 31,186 times – averaging 8.7 attendances per young person attending.

The council's integrated youth service youth work team also coordinates the Wiltshire Youth Arts Partnership which provides targeted positive activities to vulnerable groups. The Duke of Edinburgh Award scheme provides informal education opportunities and an outdoor education centre offers outdoor activities via a traded service to local schools.

The council also runs Sparksite, a website and radio station which provides information to young people about local opportunities and positive-leisure time activities. In addition, a phone and web-based service called 'The Line' is funded which provides confidential advice and support for young people.

The Wiltshire Skills4Success programme is also available; a £265,000 Wiltshire

Council funded scheme which aims to help young people develop the confidence and skills they need to take up education, work or training opportunities.

Community area boards also sponsor a variety of youth projects in their local areas. Over the last four years the council has delegated £100,000 per annum to area boards for youth projects, with an additional £162,000 (a one-off amount) in the 2013/14 budget. This funding is in addition to the £1 million community grants budget allocated to area boards. Approximately 25-30 percent is allocated to support youth related activities.

Community areas allocate funding by a variety of means including participatory 'You Decide' type events; where local young people prepare bids, pitch to the attendees and then the audience (community representatives and members of the public) vote for the winners. The initiative of devolving funding to community area boards in this way has been welcomed and valued by local communities, and has helped to support the development of home-grown community youth groups which offer a range of positive leisure-time activities for young people.

Future proposals for positive leisure-time activities for young people:

Four options for future delivery of positive leisure-time activities for young people have been identified. These are to reflect the changing world we live in and work in a more innovative way to meet the needs of young people, in the future. A new approach needs to respond to the modern lives of young people and should be shaped by their views, as well as meet the legal duties of the council. Future provision needs to align to the new community campuses and be sustainable to ensure that help, support and resource is provided to the young people who need it most.

The options are:

- a) Retain the current in-house service but reduce value.
- b) Outsource the service.
- c) Encourage and support staff to form a Public Service Mutual.
- d) Develop a community led approach.

A provisional recommendation has been made to develop a community led approach, subject to formal consultation with young people, internal staff and other key stakeholders to inform the decision making process. The need to consult and comply with internal human resource processes means that the implementation date for a new approach is likely to be between July and September 2014. This means the pro-rata saving for 2014/15 for the Integrated Youth Service would be between £360,000 and £250,000, and the £500,000 savings target would not be achieved in year one.

Each of the options has been evaluated by assessing their advantages and disadvantages, including an analysis of their equalities impact. Particular consideration has been given to the options in terms of their ability to support the principles of quality, sustainability, staff empowerment, voice of young people, localism, partnership working and the drivers for change and review of youth services.

There has also been a requirement that each option must demonstrate how the

council will continue to fulfil its statutory duty, section 507B of the Education Act 1996. This is to secure access to sufficient positive leisure-time activities for young people aged 13-19 (up to 24 for young people with a learning difficulty) which improve their well-being, and sufficient facilities for such activities.

These options have been presented within the following committee papers:

- Cabinet on 21st January 2014
- Cabinet Liaison on 24th June 2013, 30th September 2013, 9th December 2013 and 6th January 2014.
- Proposal relating to the future provision of positive activities for young people, 30th September 2013
- Briefing Paper – Options appraisal for financial savings during 2013/14 within the Integrated Youth Service Budget, 24th June 2013

In order to meet Section 149 of the Public Sector Equality Duty, the overarching equality analysis of options has been included in the Cabinet Liaison paper of the 9th December 2013 and the Cabinet Committee Paper presented on the 21st January 2014. The Cabinet Committee Paper (21/01/2014) also included this full Equality Impact Assessment as well as integrating equality impacts throughout the paper.

All papers have also been circulated within the Youth Services Project Management Group meetings overseeing the change programme.

The options are summarised below:

Option A – Retain the current in-house service but reduce value

The current Integrated Youth Service budget for youth work would be reduced to achieve the budget reduction, prompting a staff restructure, which would result in a significant reduction in staff posts. An internal restructuring option could be to develop four hubs covering North, South, East and West (with the option of an additional rural hub covering Mere and Tisbury). Each hub would be comprised of one full-time youth work team leader and two full-time youth development workers.

The hubs would take on a developmental role in the delivery of local positive leisure-time activities. This would involve enabling and supporting local voluntary/community sector clubs and projects (e.g. training, supervision etc). Hubs would continue to deliver some positive leisure-time activities provision targeted at vulnerable groups and would be ambassadors of good youth work practice. Voluntary/community sector youth groups would be invited to join local hubs and supported to meet specific quality standards. Members of the hubs would have access to a small fund to help cover basic running costs.

Strengths of this option are that it enables the current service to continue but on a reduced scale. To a degree it would retain the knowledge and skills of the existing workforce. However, the capacity of the service would be greatly reduced and making the required savings would prove very difficult, particularly when taking into account the terms and conditions of existing staff. It is likely that such a model would be

unsustainable in the longer term and it would prove to be a challenge to respond to any further reductions in income in the future.

Equalities Impact

The knowledge and understanding of the needs of the youth work team client base by current staff would continue with this model, thus ensuring a greater probability of meeting the different needs of young people and reducing the likelihood of discrimination or barriers to service.

The additional working with the community and voluntary sector may present an opportunity to engage with organisations who can provide specialist support and knowledge – and may potentially extend the connections with young people from ‘hard to hear’ groups who do not currently access any positive leisure-time activities.

There may be an impact on some young people living in the more rural areas of the county without good public transport links/access to a household car as hubs are created concentrating on the main urban areas of Wiltshire.

The human resources impacts on existing youth work team staff would be lower than the community led option outlined below but these would have to be carefully considered within any Equality Impact Assessment process.

Option B – Outsource the service

This option would involve developing a new service specification for the provision of positive leisure-time activities. This would be shaped by key stakeholders, including young people and would be based on the resources available. An open and competitive tendering exercise would be used to identify and select a preferred provider. However, there would be the option to select a number of providers to deliver in different parts of the county.

The contract(s) with the provider(s) would be managed by commissioners and there would be the option to use a payment by results finance model. As part of the contract the council could offer the provider free space within campuses or other suitable buildings.

Strengths of this option are that it would enhance the role of the voluntary, community and private sector in the provision of services and activities for young people. A contract commitment of at least three years may also bring some stability and continuity of service to young people and other stakeholders. Staff redundancies might also be minimised through transfer of undertakings (TUPE). Securing one overall provider to cover the whole county would be unlikely however, resulting in multiple contracts which could prove difficult to manage. New providers may also lack local knowledge and may not have the infrastructure in place to deliver provision to a satisfactory standard in rural areas, concentrating instead on urban towns.

Equalities Impact

It is difficult to determine the exact equalities impacts with this option as the range and

level of impacts would depend on the scope of the contract and the model of delivery that is applied.

There could be a reduction in service provision through the contract (due to funding constraints), which potentially could impact on the geographical reach of positive leisure-time activities impacting on those young people living in the more rural areas of the county and with poor public transport/lack of household access to a car.

The service specification would need to have clear performance outcomes relating to equality to be able to monitor take up, satisfaction and access to services by different protected characteristic groups.

A future contractor(s) would also have to consider its responsibilities under the Public Sector Equality Duty in relation to its workforce and this would also have to be monitored through the contract review/quality assurance process.

The human resources impact on existing youth work team staff would be lower than the community led approach described below but these would have to be carefully considered within any Equality Impact Assessment process.

Option C – Encourage and support staff to form a Public Service Mutual

A mutual is an organisation that has spun out of the public sector and continues to deliver a public service involving a high degree of employee control. It can take a range of forms such as for profit, not for profit, charity, social enterprise and community interest company. The Cabinet Office is advocating the development of mutuals at present and has established a Mutuals Information Service.

A service specification and contract would be developed between the council and the mutual, shaped by key stakeholders and managed by commissioners. Free space within campuses or other suitable buildings for youth activities could be made available to the new organisation. A payment by results funding system could be used where payments are made to the mutual based on the outcomes achieved.

Key strengths of this option are that it would empower existing staff to take ownership and respond to the key challenges. It would also retain the knowledge and skills of the existing workforce and help to minimise redundancies. However, strong commitment from staff would be needed, and it may prove difficult to provide the savings needed within the required timescales due to the complexities involved in establishing a new organisation. A new start up company may also be at risk of failure within its first year.

Equalities Impact

It is difficult to determine the exact equalities impacts with this option as the range and level of impacts would depend on the scope of the contract and the model of delivery that is applied.

The knowledge and understanding of the needs of the council's youth work team client base by current staff would continue into the mutual, thus ensuring a greater probability of meeting the different needs of young people and reducing the likelihood

of discrimination or barriers to service.

The numbers of existing youth work team staff affected by this proposal in terms of redundancy could be less than other options.

Any contract would need to fully reflect and monitor the application of the Public Sector Equality Duty for the council to be confident that the duty is being met.

Option D – Develop a community led approach

To empower communities via community area boards with funding from the council to develop and make available positive leisure-time activities within their local area. Under this model community areas would have an annual budget for positive activities, and would consult closely with young people (including via Youth Advisory Groups) to identify local needs and priorities and decide how this resource is best deployed. This approach would seek to build on the range of activities and partnerships that already operate at this level and would involve the council moving from being the service provider to an enabler role.

The budget for each community area could be set and distributed using the existing youth work or area board funding formula to ensure that resource is allocated fairly according to local need, taking into account factors such as population, deprivation and sparsity. Funding in the form of grants would create potential opportunities for individuals and small community led groups (including parents/carers) to set up new youth projects, as well as promote improved partnership working between existing youth activity providers. Volunteering opportunities for individuals and groups within communities may also be enhanced.

To enable community areas to take on this responsibility area boards would establish a specific sub group which would oversee the development and provision of positive leisure-time activities. This would facilitate the engagement of local voluntary/community sector groups and other key stakeholders, including young people and partner agencies such as the police, fire and rescue service. The group would be based on the model used for Community Area Transport Groups (CATGs) and could make recommendations to the area board, as appropriate. The group could also monitor local provision.

To support implementation, the area boards would be allocated professional help, advice and support (an enabling role) from Wiltshire Council employed community development youth advisers (new posts). These staff would work collaboratively with the voluntary and community sector to assist area boards in the provision of positive leisure-time activities which meet young people's needs. Staff would have a key focus on quality assurance, including a strong emphasis on safeguarding.

The council's sports development officers, who engage with sports clubs, community groups and area boards would also provide additional support where relevant, to sport and physical activity. The community development youth adviser posts would be reviewed while a community led approach and processes are embedded within local areas.

Taking into account the council's important role in safeguarding a quality mark scheme would be developed for community providers of positive leisure-time activities. This would be managed by the council with support from corporate procurement to administer an accredited list of approved providers which community areas would be advised to use locally.

It is important that young people are involved in decision-making about local provision. With a community led approach it is proposed that Youth Advisory Groups (YAGs) are coordinated differently, with several youth participation events or workshops taking place in each community area on an annual basis.

YAGs would be based on events that are currently used to engage members of the public in the Joint Strategic Assessment and would encourage young people from across the community to come together within a forum to discuss local issues and shape services and activities which affect them. It is suggested that in developing a community led approach young people would lead the transformation of YAGs, along with a significant contribution from the voluntary/community sector.

In moving toward a community led approach the council would strengthen safeguarding arrangements for the most vulnerable young people by re-investing resource into early help and targeted support provided by eight new full-time youth support worker posts. These staff would work closely with communities and would also coordinate the delivery of targeted positive leisure-time activities for young people with learning difficulties and disabilities.

As part of this model the council would continue to fund Sparksite, which provides information to young people about local opportunities and positive leisure-time activities. 'The Line' service would also continue to provide confidential information and support to young people via phone and online.

Strengths of this option are that it gives communities, and young people a much greater say on local provision, enabling them to develop innovative and community based approaches which respond to local needs. It also complements campus developments, and safeguarding for the most vulnerable young people would be strengthened through a stronger early help offer. The scheme however, is potentially complex to administer and there could be issues with ensuring a consistent minimum offer to young people across the county. Evidencing impact may also prove challenging and there would be staff redundancies.

Equalities Impact

Community area boards are an executive arm of the council and would need to comply with the Public Sector Equality Duty (PSED). There would need to be clear monitoring arrangements in place to ensure that the PSED is being met; any quality assurance framework would need to integrate equalities performance outcomes/criteria and these would need to be built into any review process. This would demonstrate what funding is being allocated to the range of opportunities being offered, take up and satisfaction of provision. It would also evidence the involvement and engagement of young people in the development of positive leisure-time activities by protected characteristic groups for example.

The model could potentially advance equality of opportunity and foster good relations due to the intergenerational elements – i.e. younger/older people and those from different backgrounds working together through the area board. In addition, the model presents an opportunity to ensure the views from a more diverse range of young people are heard in decisions that could affect them and be innovative in meeting the needs of more ‘hard to hear’/vulnerable groups of young people.

Although this model would build on a current scheme of delegation of funding to area boards for youth projects, there needs to be consideration of the capability of the area boards to deliver this model, in particular their understanding around the consistency and practical application of the PSED to ensure equality of access and inclusion.

There would be significant human resources impacts in this proposal regarding the numbers of existing youth work team staff affected by possible redundancy. This would need to be fully projected and analysed through the Equality Impact Assessment process. When looking at the make-up of the current service in terms of gender, the workforce data collected suggests it is likely that redundancies would affect women more than men.

Consultation

A planned 10 week consultation on all four options will commence on 3rd February 2014 with young people and other relevant stakeholders, including the voluntary and community sector. Consultation with affected staff will take place on 31st January 2014. Consultation with young people will include targeting vulnerable groups e.g. those with a disability, BME young people (including those with EU heritage e.g. Polish, Lithuanian).

The Equality Impact Assessment will be updated with the consultation findings (consultation will close mid April)

In the cabinet paper of the 21st January 2014, it is proposed that cabinet receive an updated paper after the consultation period has ended. This paper would include the findings from the consultation in order to make an informed final decision on which option to pursue.

Regardless of which option is taken forward, there will be some impacts felt with the potential closure of Wiltshire Council owned buildings that are currently used to deliver positive leisure-time activities for your people and those outside of the scope of this review whilst each community area campus is developed (see section 2A below). This has wider implications for cabinet decisions around the funding of alternative meeting spaces for those groups affected (highlighted in Section 2A), specifically in ensuring that alternative spaces are accessible for young people with a disability.

Section 2A – People or communities that are currently **targeted or could be affected** by any change (please take note of the Protected Characteristics listed in the action table).

All young people living in Wiltshire aged between 13-19 years (please see section 3 for more detail about young people currently using services broken down by protected characteristic (where collected)).

For the period 1st April 2013 and 31st October 2013 the total number of young people that the council's youth work team came into contact with was 3687 individuals. This represents approximately 8% of the 13-19 population of Wiltshire.

It is important to note that if a community led approach is taken forward then the following provision would continue for young people:

- targeted positive-leisure time activities for young people with learning difficulties and disabilities
- targeted youth support and early help to young people in most need of support e.g. those who are vulnerable
- information about the local youth offer, including opportunities via Sparksite website and radio
- a confidential information and advice service for young people via the Line

Voice and influence work with vulnerable young people takes place via the Children in Care Council and Wiltshire Youth Disabled Group. This work will continue, however these groups currently use council buildings which are used for the provision of positive leisure-time activities for young people. A review of sufficient facilities on a community area basis is to be included with this review, to include plans for the development of community campuses. It will be important that any potential impacts on these young people is considered as part of the review process.

The Council's Voice and Influence Team will continue to consult with young people on the development and review of council services which affect them, which will include a focus on those with protected characteristics. In doing so the team will continue to support LGBT (Lesbian, Gay, Bisexual, Transgender) youth groups in the county e.g. BoB's, GoG's.

Section 2B – People who are **delivering** the policy or service that are targeted or could be affected (i.e. staff, commissioned organisations, contractors)

There are 50.3 FTE (full-time equivalent) Wiltshire Council staff who are currently employed by the Integrated Youth Service Youth Work Team who could be potentially affected by this review (this equates to 144 individuals).

The staff profile is shown below (YS = Integrated Youth Service Youth Work Team):

Sex (Male/Female)	number of employees	% of overall workforce *rounded up	Numbers Part-time (% in brackets)	Numbers Full-time (% in brackets)

Female	111	70	97 (87.3)	14 (12.6)
Male	48	30	39 (81.2)	9 (18.7)
Grand Total	159	100	136 (85.5)	23 (14.4)

Age	Numbers of under 25 (% in brackets)	Numbers aged 25-34 (% in brackets)	Numbers aged 35-44 (% in brackets)	Numbers aged 45-54 (% in brackets)	Numbers aged 55-64 (% in brackets)	Numbers aged 65+ (% in brackets)
Female	20 (18)	28 (25.2)	28(25.2)	22 (19.8)	13 (11.7)	0
Male	9 (18.7)	12 (25)	7(14.5)	12(25)	7(14.5)	1(2)
Grand Total	29 (36.7)	40 (50.2)	35 (39.2)	34 (44.8)	20 (26.2)	1 (2)

Disability	number of employees	% of overall workforce *rounded up	Numbers Part-time (% of overall YS workforce)	Numbers Full-time (% of overall YS workforce)
Disabled	4	2.5	2 (1.25)	2 (1.25)
not disabled	126	80	109 (68.5)	17 (11)
Unknown	29	18	25 (16)	4 (2.5)
Grand Total	159	100	136	23

Ethnicity	number of employees	% of overall workforce *rounded up	Numbers Part-time (% of overall YS workforce)	Numbers Full-time (% of overall YS workforce)
Asian Indian	1	0.6	1	0
Black/Black British Caribbean	3	2	2	1
Mix White & Black Caribbean	3	2	3	0
Other Black/Black British	3	2	1	2
Other White	9	6	9	0
Total BME (inc. Other White)	19	12	16 (10)	3 (2)
White British	128	81	108 (70)	20 (12.5)
Total White British	128	81	108 (70)	20 (12.5)
Unstated (not known)	12	8	11(7)	1(1)
Grand Totals	159	93	135	24

Overall figures for Part/Full-time employment		
	Part-time	Full-time
Numbers in overall workforce	136	23
% of overall workforce	85.5	14.4

Wiltshire Council work profile – as at 30th July 2013 (overall council averages)

Characteristic	Sub-categories	%	Unknowns %
Disability	N/A	2.6	27.8
Ethnicity	White British	79.6	15.3
	White Irish/White Other	3.0	
	BME	2.1	
Male	N/A	30.4	N/A
Female		69.6	
Age	Under 25	6.3	
	25-34	19.4	
	35-44	21.6	
	45-54	28.7	
	55-64	20.3	
65+	3.7		
Part-time	N/A	44.2	N/A
Full-time		55.8	

Staff will be affected to a greater or lesser degree depending on which option is chosen.

Section 3 –The underpinning **evidence and data** used for the assessment (Attach documents where appropriate)

A. Detailed data about the young people who use current services:

There is some national data which argues that young people are disproportionately affected by reductions to public service expenditure as they have less access to disposable income, are greater users of public services (including transport) and unemployment is higher for young people than other groups within the community¹.

Although data from the youth work team within the Integrated Youth Service needs to be treated with caution due to possible under-recording by youth work staff, the latest figures show that approximately 8% of our 13-19 year olds are accessing council youth work provision. This equates to 3585 individuals covering the period 01/04/2013 to 30/09/2013.

¹ <http://www2.warwick.ac.uk/fac/soc/law/chrp/projects/spendingcuts/resources/database/reportsgroups/#Children>

Sex (Male/Female) (13-19 years)	Numbers worked with	% Worked with (as a % of the overall totals)	Wiltshire Census 2011 (%)	% individuals worked with compared to Census 2011
Female	1722	46.70	51	32
Male	1965	53.30	49	
Grand Total	3687	100	43,338	8.5

Disability (13-19 years)	Numbers	%	Census 2011: long term health condition or disability
Emotional behavioural difficulties	81	18	<p>*It is difficult to make comparisons with the Census 2011 data as detailed impairment categories (as listed in the far left column in this table) collected by the Integrated Youth Service youth work team information system (IYSS) were not collected as part of the Census 2011.</p> <p>Furthermore, the age bands collected by the Census do not allow analysis by the 13-19 age range (see table 1 below)</p>
Long standing medical condition	18	4	
Moderate learning difficulties	67	15	
Other special needs	24	5	
Physical disabilities	11	25	
Problems with communication	26	6	
Severe learning difficulties	33	7	
Specific learning difficulties	54	12	
Aspergers syndrome	5	1	
Autistic spectrum disorder	41	9	
Hearing impairment	4	*	
Mental health issues	8	2	
Mild Learning Difficulties – Cognitive and Learning	3	*	
Mild Learning Difficulties – Independence and Life Skills	1	*	
Mild Learning Difficulties – Numeracy and Literacy	3	*	
Mild Learning	5	1	

Difficulties – Understanding and Use of Language			
Problems with Behaviour – ADHD	12	3.5	
Problems with Behaviour – Oppositional Behaviour	7	1.5	
Problems with Hand Function	3	*	
Problems with Mobility	3	*	
Problems with Social Interaction	6	1	
Sensory impairments	4	*	
Severe Learning Difficulties – Cognitive and Learning	6		
Severe Learning Difficulties – Independence and Life Skills	4	1	
Severe Learning Difficulties – Numeracy and Literacy	4	*	
Severe Learning Difficulties – Understanding and Use of Language*	5	1	
Specific Learning Difficulties – Cognitive and Learning	8	2	
Specific Learning Difficulties – Independence and Life Skills	1	*	
Grand Total	447	100	

* = less than 1%

Table 1

Age by Disability [Download \(.xls\)](#)

Table population: All usual residents
Units: Persons

	Wiltshire			
	All categories: Long-term health problem or disability	Day-to-day activities limited a lot	Day-to-day activities limited a little	Day-to-day activities not limited
All categories: Age	470,981	31,408	43,836	395,737
Age 0 to 15	90,968	1,245	1,957	87,766
Age 16 to 49	201,682	5,925	9,753	186,004
Age 50 to 64	92,843	6,087	9,858	76,898
Age 65 and over	85,488	18,151	22,268	45,069

In order to protect against disclosure of personal information, records have been swapped between different geographic areas. Some counts will be affected, particularly small counts at the lowest geographies

Source: NOMIS

Ethnicity (13-19 years)	Numbers	% of overall total (n =3687)
Asian Indian	12	* due to small numbers only an overall % is given
Mixed White and Asian	5	
Other Asian	2	
Black/Black British Caribbean	7	
Other Black/Black British	2	
Mix White & Black/ Black Caribbean	17	
Other mixed background	10	
Chinese	1	
Gypsy/Roma	3	
Other	15	
Total BME	74	2
White British	3438	93
White Irish	5	*
Other White	26	*
Total White	3469	94
Prefer not to say/not known	144	4
Grand Total	3687	

NOTE: Again, it is difficult to compare the above with the Census 2011 because the age bands are different and analysis can only be done for the 12 – 18 years age range.

Census 2011: Numbers of dependent children by ethnic group of Household Reference Person (HRP) by 12-18 years: Wiltshire

Asian Indian	661
Black/Black British Caribbean	207
Mixed White and Black/Black Caribbean	98
Chinese	107
Gypsy/Roma	73

B. Service user data by geographical location and protected characteristic

For the period 1st April 2013 – 31st October 2013

By Wiltshire Council Youth Work Team Delivery Areas:

Youth Work Team delivery area	BME Total	BME %	Disability Total	Disability %	Female	Female %	Male	Male %
Bath - Downfield Farm	0	0.0	3	30.0	4	40.0	6	60.0
Amesbury	3	2.4	23	18.5	58	46.8	66	53.2
Bradford on Avon	6	3.2	10	5.3	72	38.3	115	61.2
Calne	1	3.1	1	3.1	5	15.6	27	84.4
Chippenham	12	7.7	14	9.0	28	17.9	128	82.1
Corsham	3	2.1	4	2.8	64	44.4	80	55.6
Court Mills (Trowbridge)	34	10.5	45	13.8	148	45.4	177	54.3
Cricklade	3	4.6	2	3.1	13	20.0	52	80.0
Devizes	37	7.6	66	13.5	221	45.3	267	54.7
Durrington	2	5.4	14	37.8	20	54.1	17	45.9
Ludgershall	5	10.9	3	6.5	12	26.1	34	73.9
Malmesbury	11	3.8	8	2.7	113	38.6	180	61.4
Marlborough	15	5.9	30	11.8	118	46.5	136	53.5
Melksham	13	5.3	18	7.4	118	48.4	125	51.2
Mere	10	9.3	11	10.2	47	43.5	61	56.5
Pewsey	18	5.8	24	7.8	149	48.4	159	51.6
Purton	4	2.6	3	2.0	106	70.2	45	29.8
Salisbury (Grosvenor)	22	14.2	9	5.8	38	24.5	117	75.5
Salisbury YDC	20	13.1	34	22.2	72	47.1	81	52.9
Tidworth	2	4.7	2	4.7	27	62.8	16	37.2
Tisbury	11	11.8	14	15.1	35	37.6	58	62.4
Warminster	15	8.1	20	10.8	77	41.4	109	58.6

Westbury	2	1.8	3	2.8	73	67.0	36	33.0
Wilton	6	11.3	5	9.4	22	41.5	31	58.5
Wootton Bassett	15	5.9	5	2.0	115	45.3	139	54.7
Total Unique Young People	250	6.6	334	8.8	1659	43.9	2116	56.0

In terms of Wiltshire's community areas it should be noted that:

- Durrington is part of the Amesbury Community Area
- Court Mills is part of Trowbridge Community Area
- Ludgershall is part of the Tidworth Community Area
- Purton, Cricklade are part of the Royal Wootton Bassett and Cricklade Community Area

C. Youth Groups

Sexual Orientation: Lesbian, Gay, Bisexual (LGB) – including Trans (T):

There are 3 LGB Young People's Groups in Wiltshire:

- BoB's Chippenham - 16 young people (5 male, 11 female with 2 BME young people)
- GoG's Trowbridge – 12 young people (6 male, 6 female and 1 BME young person)
- Devizes LGBT group – 5 young people (2 male, 3 female)

Looked After Children (not in scope for this review although there are possible implications in terms of the wider facilities review):

- Children in Care Council – 14 young people (3 male, 11 female)

Disability (not in scope for this review (if a community led approach is selected) although there are possible implications in terms of the wider facilities review):

- Wiltshire Youth Disabled Group – 12 young people (5 male, 7 female)

D. Wiltshire Council Youth Work Team staff (HR data):

Information on staff is recorded within our Payroll system and records the following:

Black and Minority Ethnic (BME)

Age

Sex (Male/Female)

Disability

Please see section 2B for a breakdown of the Youth Work Team workforce profile and Wiltshire Council's workforce profile averages to provide comparative data.

E. Consultation/Engagement data:

Please note: this section will be updated after the consultation starting on the 03rd February 2014 and concluding mid April 2014 as outlined in section 1. This would particularly evidence:

- numbers and types of organisations/groups taking part in engagement/consultation activity.
- numbers of young people involved for each engagement activity, broken down by protected characteristic.
- numbers of staff involved for each engagement activity, broken down by protected characteristic.
- consultation/engagement findings which can show, if relevant, any differences in responses by protected characteristic groups.
- any gaps in consultation data – those groups/individuals who have not been reached or involved in engagement/consultation activity, and any actions to be taken to target the ‘missing voices’.

The consultation strategies are attached in Appendix 1.

Targeted consultation and engagement activity will cover:

- Consultation with staff affected by these proposals.
- Consultation with young people in a variety of ways.
- Consultation with young people and their carers from specific protected characteristic/vulnerable groups using existing forums/groups as mentioned in this document - e.g. disability, LGBT and including looked after children.
- Consultation with the voluntary and community sector which provide activities and support for children, young people and families in Wiltshire (e.g. Wiltshire Children and Families Voluntary Sector Forum, Parent Carer Council) and organisations with a broader remit – e.g. the Compact Board, Develop.
- Consultation with members of community area boards.

User consultation outcomes to date:

The council has an effective and established system of engaging, involving and consulting with young people and with decision makers. This work is led by the Voice and Influence Team. This happens through a range of existing youth participation structures including Youth Advisory Groups, Wiltshire Assembly of Youth, Children in Care Council, Wiltshire Youth Disabled Group, and the UK Youth Parliament and school council's.

Feedback from previous consultation with young people

The council has carried out a number of consultation exercises with young people

over the last three years to ascertain their views on positive leisure-time activities. Several methods have been used to support young people's voice and influence, including focus groups and surveys.

Results from the Tomorrow's Voice survey perhaps provide the most extensive overview of young people's views. The survey involves consultation with local 11-18 year olds through classes in Wiltshire's secondary schools. There are usually two surveys per year with questions posed by the council, health, police and fire and rescue. Approximately half of the secondary schools are surveyed each time, with around 1,200 young people taking part. The information below is based on survey's undertaken in 2011 and 2012. Young people tell us:

- a) They are most satisfied with services provided by their local leisure centre, voluntary run youth groups and libraries.
- b) That most services they come into contact with help them to participate in fun activities and improve their physical fitness.
- c) They would prefer their youth club/centre to be within walking distance of their home; however 37 per cent of those who responded (Spring 2011) stated location didn't matter as they wouldn't attend anyway.
- d) That social space for young people is important.
- e) That the cost to attend a youth club should be as low as possible.

In 2011, the council undertook a specific consultation with young people on the development of an 11-19 years commissioning strategy. This mainly involved 13-19 year olds, many of whom were engaged in youth work. 746 young people from schools, community area young people issue groups, voluntary/community sector, Wiltshire Assembly of Youth, Children in Care Council and bridging projects contributed to a review of the council's development service for young people. These young people said:

- a) They wanted to have a greater influence about services which affect them.
- b) They would like to keep their local youth centre and would like campuses to include suitable space for them, designed by young people.
- c) That positive relationships with workers/adults are important and valued.
- d) That access to youth work and positive activities should be fully inclusive and free of charge.
- e) They would like help to do better at school/college and move into employment and training.
- f) They are still struggling with transport issues in some areas and want a local access point to services. It would be good to have youth activities in one place.

As part of the consultation young people were invited to consider four options for the future shape of the development service for young people; testing the market; local partnerships; local management and campus links; less buildings, more voluntary/community sector support. The majority of respondents favoured the local management and campus links option.

A pre-consultation event also took place on the 11-19 years commissioning strategy which invited young people to give their views on what's positive and what needs to change within their local community area. Young people were asked specifically

about their thoughts on positive leisure-time activities. They said:

- a) Sport and leisure is important.
- b) Informal education opportunities are beneficial.
- c) Community area young people's issue groups and access to the area boards for young people are valuable.
- d) Transport can be a major barrier to accessing positive leisure-time activities.
- e) Youth groups provided by the council and the voluntary/community sector are highly rated.

In addition to the above, the views of young people engaged in Youth Advisory Groups (YAGs) across the county were gathered in August 2013 at an event focused on reviewing progress and setting out a vision for YAGs, as well as identifying key issues in Wiltshire. A key message from those present was that they wanted their local YAG to have a greater say in shaping local services and activities for young people. Please also see Appendix 1 for the update in YAG activity up until December 2013

The above feedback from young people to date has been used to help inform the review of positive leisure-time activities for young people. For example, it has been used to support the case for a provisional recommendation to develop a community led approach on the basis that young people would have a greater influence over services and activities which affect them.

Staff consultation outcomes:

A consultation with those staff affected by the review and the options for future delivery as outlined in Section 1 will commence after Cabinet on the 21st January 2014 in accordance with HR policy and procedure. The analysis of the consultation will be included in updated versions of this Equality Impact Assessment from mid April onwards. Collective consultations with affected staff will take place on Friday 31st January 2014.

Wiltshire Council's Staff Survey 2012:

Looking at some of the relevant questions from the Staff Survey 2012, the results for the Children and Families services (this is the lowest organisational area that the results can be analysed by (i.e. this organisational area includes many different children and family service areas including the youth work team) tells us that:

- 39% of staff feel that Wiltshire Council does not manage change effectively.
- 64% of staff feel that the council does act on customer feedback.
- 85% of staff feel that their job makes a difference to the community.

The equality analysis on the staff survey 2012 for the general results (the aggregated data) tells us that there is just under a 7% negative difference in the responses that BME staff (31.9%) gave to their 'White British' (38.7%) counterparts in relation to the question about managing change effectively.

***Section 4 – Conclusions** drawn about the impact of the proposed change or new service/policy

This equality impact assessment is a working document. So far the assessment tells us that:

- a. There are potentially different negative and positive impacts (on staff and young people) for each option being proposed for the future provision of positive leisure-time activities for young people. Currently, each option details high level equality impacts; further equality analysis will need to be carried out once an option of future delivery has been confirmed.
- b. An equality analysis of the council's youth work team workforce profile tells us that whatever option is chosen, more women than men will be affected because women outnumber men by just over a 2:1 ratio (70 female/30% male split). Women are also more likely to be working part-time for the service and are on average, within the lower salary bands/pay scales.
- c. There is a higher % of BME staff working in the council's youth work team (12%) than the council average (5.1%). These figures include 'Other White' but not White British. If 'Other White' is removed from the BME workforce totals, this would still mean that the % of BME staff in the youth work team (6%) is significantly higher than the Wiltshire Council average (2.1%).
- d. Consideration needs to be given to those staff from a BME background in terms of the change management process given the differences in results within the 2012 Staff Survey (see section E within Section 3 on page 20).
- e. The % of council youth work team disabled staff is roughly in line with the council average of 2.5%. Although numbers are small, it will be essential to ensure that the process of staff consultation is open and as accessible as possible, exploring ways that staff can confidentially declare individual access needs (see points g and h).
- f. There is currently no workforce data around those staff who are carers, those from and LGBT background or other relevant protected characteristic groups, and consideration needs to be given to identifying and capturing any particular equality impacts for employees identifying themselves from those additional backgrounds through the staff consultation process.
- g. Consideration should also be given to using the council's Staff (equality) Forums (e.g. Disability, Carers, LGBT, BME) to engage employees who may work in the council's youth work team and/or have particular protected characteristics to support this process and identify any particular equality impacts. This will partly be done through the planned HR Equality Analysis Panel taking place on the 26th February 2014 where chairs from each Wiltshire Council Staff Forum are invited.
- h. There is a high percentage of 'unknowns' in the workforce data – where staff have chosen not to declare their BME background or disability status (8% and 18%







respectively).

- i. Particular note should be given during the consultation and decision making processes to the higher than average levels of BME children and young people accessing services in Salisbury, Devizes and Trowbridge. Similarly for disabled children and young people in Trowbridge, Devizes, Salisbury and Marlborough. This should be referenced with the latest Census 2011 data which provides a good understanding of the general BME and disability (limiting long term illness) population in Wiltshire. This should also identify gaps in feedback (under-representation in respondents) received from particular protected characteristic groups (young people, parents, carers) during the stakeholder consultation process.
- j. There needs to be a greater understanding of the impact on the review of facilities as part of this project on particular youth groups (e.g. the Bridging Project).
- k. Regardless of which option is pursued, there is a need to ensure wherever possible that appropriate facilities for the Bridging Projects is secured given the feedback from parents of disabled young people as part of the targeted consultation with parents/carers during the consultation carried out in 2011.
- l. There is an opportunity during the consultation period to target engagement activity with those who are currently under-represented in accessing positive leisure-time activities currently provided by the council's youth work team (e.g. BME young people, young women/girls) and appropriate methodologies need to be built into the consultation/engagement strategy and approaches.
- m. The consultation period that is commencing in February 2014 needs to be carried out in a way that is accessible, inclusive and reaches as wide a group of people (staff, young people, stakeholders) as possible. There needs to be a plan to collect robust equalities monitoring data as part of the consultation/engagement exercise so that the results can be analysed in a way that shows whether there are any differences in responses and whether any gaps in data exist. If gaps in data exist, there has to be consideration given to how those gaps can be filled, and whether it is reasonable and proportionate to do so.
- n. There are opportunities in whatever option is chosen to advance equality of opportunity and promote good relations between different protected characteristic groups (e.g. bringing older/younger people together, people from a wide variety of backgrounds etc) and these will be identified as the Impact Assessment is developed over the course of the project/review.
- o. This impact assessment will be updated accordingly with the consultation outcomes and these will form that backbone of the equality considerations decision-makers will need to have in order to make an informed decision based on robust evidence (thus paying 'due regard' to the Public Sector Equality Duty).

*Section 5 – How will this Impact Assessment be monitored and reviewed?	
<p>The Impact Assessment will be reviewed at regular intervals by the Youth Services Project Management Group and will be a stand-alone rolling agenda item at all meetings.</p> <p>For all Cabinet/Committee and Corporate Leadership Team (CLT) meetings, a full copy of the most current Equality Impact Assessment will be attached and used as part of the discussions with decision-makers</p> <p>The Equality Impact Assessment document is a working document which will be added/amended to at various stages of the review project. Each version will be version controlled to demonstrate the development in the process and evidence the due regard to the Public Sector Equality Duty.</p>	
*Copy and paste sections 4 & 5 into any Committee, CLT or Briefing papers as a way of summarising the equality impacts where indicated	
Completed by:	Jane Graham, James Fortune, Damian Haasjes, Kevin Sweeney, Steve Milton, Sukdave Ghuman, Andrew Boynton, Zandra Letts
Date	13 th January 2014
Signed off by:	Terence Herbert – Associate Director Councillor Allison Bucknell - Portfolio Holder for Staffing Equalities, Customer Care and Systems Thinking
Date	13 th January 2014
Compliance sign off Date	13 th January (Sukdave Ghuman, Legal Services)
To be reviewed by: (officer name)	Jane Graham, James Fortune, Damian Haasjes, Kevin Sweeney, Steve Milton, Sukdave Ghuman, Andrew Boynton, Zandra Letts
Review date:	Mid April (post stakeholder and staff consultation)
Published on internet date:	

APPENDIX 1 - Reference documents:

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Type	Title	Date	Document
Consultation outcome reports	13-19 Commissioning Strategy Consultation	August 2011	 13-19 Commissioning Strat
	Tomorrow's Voice	Spring 2011	 Tomorrow's Voice 2011
	Tomorrow's Voice	Spring 2012	 Tomorrow's Voice 2012
	What we know from young people – summary of consultation outcomes	2011-2013	 What we know from young people
	YAG Activity update	Dec 2013	 YAG update
Consultation strategies relevant to the service review	Review of positive leisure-time activities for young people Consultation Strategy (voluntary and community sector)	Jan 2014	
	Review of positive leisure-time activities for young people Consultation Strategy (children, young people and families)	Jan 2014	
	Consultation strategy for all Integrated Youth Service youth work staff affected	Jan 2014	
Members of Youth Services Project Management Group		Jan 2014	 Project Board Membership Jan 2014

This assessment should be undertaken on the inherent risk i.e. that which exists as a result of the proposal, before any mitigations and then on the residual risk i.e the risk that remains once mitigations have been taken into account

Impact Criteria	Low 1	Medium 2	High 3	Very High 4
Legal	Complaint/initial challenge may easily be resolved	Internal investigation following a number of complaints or challenges	Ombudsman complaint following unresolved complaints or challenges	Risk of high level challenge resulting in Judicial Review
Financial	Little or no additional financial implication as a result of this decision or proposal	Medium level implication with internal legal costs and internal resources	High financial impact - External legal advice and internal resources	Severe financial impact - legal costs and internal resources
People	No or Low or level of impact on isolation, quality of life, achievement, access to services. Unlikely to result in harm or injury. Mitigating actions are sufficient	Significant quality of life issues i.e. Achievement, access to services. Minor to significant levels of harm, injury. mistreatment or abuse OR, low level of impact that is possible or likely to occur with over 500 people potentially affected	Serious Quality of Life issues i.e. Where isolation increases or vulnerability is greatly affected as a result. Injury and/or serious mistreatment or abuse of an individual for whom the Council has a responsibility OR, a medium level of impact that is likely to occur with over 500 people potentially affected	Death of an individual for whom the Council has a responsibility or serious mistreatment or abuse resulting in criminal charges OR High level of impact that is likely to occur, with potentially over 500 people potentially affected
Reputation	Little or no impact outside of the Council	Some negative local media reporting	Significant to high levels of negative front page reports/editorial comment in	National attention and media coverage

Calculating the Equalities Risk Score

You will need to calculate a risk score twice:

1. On the inherent risk of the proposal itself (without taking into account any mitigating actions you may identify at the end of the EIA process)
2. On the risk that remains (the residual risk) after mitigating actions have been identified

This is necessary at both points to firstly, identify whether an EIA needs to be completed for the proposal and secondly, to understand what risk would be left if the actions identified to mitigate against any adverse impact are implemented

To get the current risk rating the risk **for each criteria** is scored from 1 to 4 for Likelihood and Impact and multiplied together to give a risk score.

Likelihood x **Impact** = **Risk Score** which establishes the level of risk:

Red = High Risk (Score 12 – 16). **An Equality Impact Assessment must be completed.** Significant risks which are unacceptable; reduce the likelihood and/or impact through control measures.

Amber = Medium Risk (Score 6 – 9). **An Equality Impact Assessment must be completed.** Manageable risks, controls to be put in place; managers should consider the cost of implementing controls against the benefit in the reduction of risk exposure.

Green = Low Risk (Score 1 – 4) **An Equality Impact Assessment must be completed only when the risk score is 3 or 4.** Negligible risks - to be considered and monitored as costs may outweigh benefits.

		Acceptable		Unacceptable	
Impact	Critical (4)	4	8	12 Significant Risk	16 Significant Risk
	Substantial (3)	3	6	9	12 Significant Risk
	Moderate (2)	2	4	6	8
	Low (1)	1	2	3	4
		Very Unlikely (1)	Unlikely (2)	Likely (3)	Very Likely (4)
Likelihood of occurrence					

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Appendix 2

Ref.	Risk	Cause / Impact	Risk Owner	Controls fully in place to manage the risk	Current Risk Rating				Further Actions necessary to manage the risk	Owner of Risk Action	Date for completion of action	Progress on actions	Target Risk Rating				Date reviewed
					Impact	Likelihood	Risk score	Level of risk					Impact	Likelihood	Risk score	Level of risk	
	Examples: Ability to ... Management of ... Failure to ... Lack of ... Inappropriate ... Opportunity to ...	What is the cause of the risk? What will the impact be?	Who is responsible for the risk?	What controls are fully in place now?	See impact scoring matrix	See likelihood scoring matrix			Do you accept this level of risk? If yes, no further action is required. If no, decide what further actions need to be taken to manage the risk and list them here.	Identify officers responsible for each action	Agree deadline	Comment on what progress has been made and any problems or delays	See impact scoring matrix	See likelihood scoring matrix			Date of last review and update
R001	Failure (perceived or actual) of the Council to meet its 507B (Education Act 1996) statutory duty. Loss/termination of the Council delivered Open Access Youth Service.	The Council may struggle to meet its statutory duty if any Youth Development Centres were to close. Communities via Area Boards could be responsible for the development and provision of positive leisure-time activities in their areas. Some community areas may experience difficulties in taking on this responsibility due to a lack of sufficient capacity and skills. If the Council no longer provided an open access service this may result in a lack of suitable facilities for positive leisure-time activities. In addition, there may be a gap in provision during the transition from the current service to any new model of delivery. These factors may result in young people not having access to sufficient positive leisure-time activities for the improvement of their well-being, and sufficient facilities for such activities. This could lead to reputational damage to the Council and possible litigation. Communities and members of the public may unfavourably compare what was previously delivered with what is subsequently delivered.	11-19 Commissioner (James Fortune)	A community mapping exercise is underway at a local level to identify the potential mix of positive leisure-time activities and facilities in each community area. Area Board processes and delegated powers are already in place, but will need to ensure that the spend is appropriately targeted. The Council continues to provide a menu of other support for young people through its Early Intervention offer focused on those in most need of support. Community Campuses will include suitable space for positive leisure-time activities. Project governance includes representation from the legal team to ensure that the 507B statutory duty and relevant guidance is interpreted correctly. This should include educational as well as leisure activity as part of the offer. The Council aims to continue to provide targeted youth support to vulnerable young people, information about the local youth offer via Sparksite, confidential information & advice (The Line), and targeted positive leisure-time activities for young people with a physical and/or learning difficulty. The Council also provides support to help young people prepare for education, employment and training opportunities via its Skills4Success Programme and via the Leisure offer.	4	3	12	High	Work is on-going to put in place a process for mapping and developing a local positive leisure-time activities offer in each area. Strong corporate leadership will champion the final proposal and if a community led model is selected; Area Board terms of reference will incorporate a requirement to provide positive leisure-time activities if this is the selected option. In addition, guidance will be provided to Area Boards detailing the purpose of the funding available, with clarity about expectations. Where Area Boards fail to deliver on requirements, Council Commissioning staff could undertake the responsibility on their behalf and commission suitable provision. There are examples in other areas where the approach has worked which the local authority can learn from. This is a transitional issue as the new agreed provision beds down in 2014/15.	11 - 19 Commissioner (James Fortune)	Sep-14	Local mapping exercise underway, being led by Community Area Managers Team/RSA. Consultation with communities cannot commence until the proposals are public. Three other consultation options are on the table. Risks to be reviewed in light of proposal selected by Cabinet but remains high at this stage.	3	2	6	Medium	
R002	Loss of local knowledge, skills and experience in the field of positive leisure-time activities/Youth work.	The possibility of significant staff redundancies particularly professional youth workers may result in gaps/inconsistencies in relation to the provision of positive leisure-time activities/early help interventions linked to an open access offer. A comprehensive open access Youth Service may be replaced with a positive activities budget in each area with reduced funding for those activities (as compared to current spend). Quality of such activities may also be affected. This risk could lead to reputational damage for the Council especially if there are any Youth Centre closures with the potential for young persons to be seen to be hanging around outside empty buildings with nothing to do before new arrangements fully take effect.	11-19 Commissioner (James Fortune)	A community mapping exercise is underway at a local level to examine existing positive leisure-time activities and physical assets that are available in each community. This exercise will determine the capacity of communities to respond and highlight any potential gaps and areas to target local responses. Community Area Boards already have local knowledge of positive activity provision as a result of an existing scheme whereby funding has been delegated to communities via Area Boards for youth projects over the last four years. Community Development Youth Advisors will assist Community Area Boards in meeting their responsibilities (enabling function) with a focus on building their capacity, skills and knowledge should this option be chosen. They will focus on supporting those areas in most need of support. Targeted Youth Support Workers will continue to provide targeted support to individual vulnerable young people and the Council will continue to provide targeted positive leisure-time activities for young people with a learning difficulty.	4	3	12	high	The Community model (if chosen) is reliant on there being enough VCS providers in each area to deliver. The 'market place' may need to be stimulated. Cabinet will need to ensure that Area Boards are clearly mandated to deliver designated requirements if the community led option is chosen. The highest risk may be during any transitional phase and would need to be planned for.	11 - 19 Commissioner (James Fortune)	Sep-14	Local mapping exercise underway, Consultation with communities cannot commence until the proposals are public. Three other consultation options are on the table. Risks to be reviewed in light of proposal selected by Cabinet.	3	2	6	Medium	

Ref.	Risk	Cause / Impact	Risk Owner	Controls fully in place to manage the risk	Current Risk Rating				Further Actions necessary to manage the risk	Owner of Risk Action	Date for completion of action	Progress on actions	Target Risk Rating				Date reviewed	
					Impact	Likelihood	Risk score	Level of risk					Impact	Likelihood	Risk score	Level of risk		
R003	Failure of the Council to meet its Public Sector Equality Duty and 507B (Education Act 1996) duty to ascertain the views of young people and take these into account.	Council members and Area Board deliverers not understanding their Public Sector Equality Duty and failing to adequately consider and assess the equalities issues and impact of proposals. Council failing to consult with young people (included those with protected characteristics) in a meaningful way about proposals and not taking their views into account during the process. This could lead to possible litigation and reputational damage to the Council.	Team Manager Voice & Influence Team	Paper to Cabinet about options/proposals is clear about the PSED and the requirement for Council Members to read through the report in full to understand the equalities issues and impact associated with each of the options. Members have been strongly advised to read the Equalities Impact Analysis document prior to the meeting. Members are reminded of the 507B (Education Act 1996) statutory duty and a formal consultation with young people and other key stakeholders (inc staff) is proposed as part of the process. This will include consultation with those with protected characteristics. This work will be led by the Council's Voice and Influence Team. The proposal to develop and implement a Community Led Model has been influenced by prior consultation with young people undertaken over the last 3 years. The Council's legal & HR team are overseeing the consultation process as members of the Project Management Group. The Council's Equalities Officer is leading on the EIA with input from across the Council.	4	2	8	Medium	The Council has examined in detail the North Somerset Council judgement and continues to learn from this. The Equalities Impact Analysis is a working document and will be continually reviewed and updated during the process, taking into account any emerging equalities issues. Plans for the consultation of young people are coherent and strong. If the community led option is selected, Area Boards will need to be supported by Community Youth Development Advisors to take account of their PSED when commissioning positive activities.	11-19 Commissioner (James Fortune)	Sep-14	Specific measures to be identified as per further actions column.	2	2	4	Low		
R004	Failure of Community Area Boards to spend allocated funding on positive leisure-time activities and instead divert it to other priorities if the community led model is the selected option.	Sufficient controls may not be in place over funding allocated to Area Boards. Funding may not be ring-fenced which could result in the resource available being used for other local priorities. This may result in young people within a particular community area not having access to sufficient positive leisure-time activities to improve their well-being. Consequently, the Council's statutory duty may not be sufficiently met in some parts of the county particularly in relation to the equalities duty. i.e. will marginalised groups require an equitable service (e.g. Gay young people etc) via positive activities approach as compared to the universal service they receive now? This could result in potential litigation and reputational damage to the Council.	11-19 Commissioner (James Fortune)	If the community led option is selected, Community Area staff work with Area Boards to support budget management, including ensuring that funds are spent appropriately and according to their purpose. The requirement to develop and provide positive leisure-time activities for young people will be built into the terms of reference or mandate for Area Boards, which are an executive function of the Council. To include clear guidance on the purpose of the funding and expectations for Area Boards. Community Development Youth Advisors will also assist Area Boards to help ensure that funding is used appropriately, to include development of a framework which will involve community areas accounting for monies spent and impact achieved.	4	3	12	High	Clear corporate/political direction and leadership to Area Boards. Training and development for Area Boards staff and members. Funding to Area Boards for positive leisure-time activities will be ring-fenced. Funding to Area Boards for positive leisure-time activities will be ring fenced. Outcomes monitoring of new arrangements will need to be built in but inconsistency of provision might be a factor in some areas.	11-19 Commissioner (James Fortune)	Sep-14	Requirement to ring-fence funding will be necessary.	3	2	6	Medium		
R005	Failure to safeguard young people from harm or direct them towards appropriate early intervention support.	Fewer young people who are vulnerable and at risk of harm are identified within universal settings as a result of the Council no longer directly providing an open access youth work service. The failure to identify young people with problems at an early stage could cost the Council more money in the longer term as a result of more costly interventions by targeted/specialist services. Young people can also have their life chances damaged. Some Voluntary/Community Sector providers of positive leisure-time activities may not provide safe environments for young people. Some members of the public volunteering to support young people may not be safe to do so. Such delivery may not recognise early problems and concerns that young people have. These factors could lead to significant impacts on children, potential litigation and reputational damage to the Council.	HOS: Early Intervention 11-19 Commissioner	The biggest concern is young people not feeling able to access a safe space and say "I need help". A wide range of universal settings already exist within community areas, where young people who are vulnerable or at risk of harm can be identified, for example including schools, GPs, MAFs and voluntary/community sector. The Council will continue to provide targeted youth support to vulnerable young people, which will involve working in close partnership with community based positive leisure-time activity providers. Under a community led proposal resource will be available to support those young people in most need through specifically created posts (8 Fte). The Council provides funding and support to the Wiltshire Children and Families Voluntary Sector Forum to help ensure that voluntary/community sector providers of children and young people's services understand how to identify risk and refer into Council targeted and specialist services using Multi-Agency Thresholds Guidance issued by the Children's Trust and WSCB. A community led model may increase the range of universal settings where vulnerable yp can be identified. Robust safeguarding arrangements are already in place for the recruitment and management of volunteers within the Council. Develop provides advice and support for the VCS sector on the recruitment and management of volunteers. Community Development Youth Advisors will assist Community Areas Boards to embed robust arrangements for safeguarding young people. This will involve development of a quality assurance framework. As part of this a quality mark scheme will be developed for local providers of positive leisure-time activities. Advisors will also work in partnership with Develop to provide training to VCS providers of positive leisure-time activities with a strong focus on safeguarding. This will include training on the safe recruitment and management of volunteers. The Children's Services Contracts and Procurement Team will also undertake an accreditation exercise to identify suitable providers of positive leisure-time activities for use by community areas. This will also help to ensure that community area boards use providers who are deemed safe to work with young people, and provide safe environments.	4	3	12	High	Under the community led option; appointment of 8 Targeted youth Support Workers Continued reconfiguration of Early Intervention Services across the Council and the Partnership. Quality Mark Scheme in place for VCS providers Continue to offer 'The Line' safeguarding helpline so young people can access help 24/7 if they need it. Embedment of Multi-Agency approaches as outlined within the thresholds document - across the partnership. All partners and community area deliver on their safeguarding responsibilities. Training and development in the area of safeguarding/E.I. for Area Board staff and members, and specific support to the VCS in respect of this. We will need to guard against new roles placed in targeted services being subsumed into wider Children's Social Care operations.	HOS: Early Intervention & Youth (Mal Munday)	Dec-14		2	2	2	4	Low	

Ref.	Risk	Cause / Impact	Risk Owner	Controls fully in place to manage the risk	Current Risk Rating				Further Actions necessary to manage the risk	Owner of Risk Action	Date for completion of action	Progress on actions	Target Risk Rating				Date reviewed
					Impact	Likelihood	Risk score	Level of risk					Impact	Likelihood	Risk score	Level of risk	
R006	Savings target not achieved. (£500k)	Delay to programme due to significant time constraints and the need to appropriately consult. Also different options have different timescales attached to them (linked to legal processes). The programme needs to allow for not just consultation with staff but with YP and community stakeholders and has been lengthened to take account of this. This programme is in addition to savings made in IYS 2013/14 of £250K.	HOS: E.I. & Youth	<p>Outline clear timetable.</p> <p>Accept timetable takes us up to six months into new financial year (possibly longer depending on the option selected which will dictate the timetable).</p> <p>Note early delay to commencement of process linked to corporate/political processes. (this has been acknowledged by Cabinet).</p> <p>Cabinet have already accepted that full year savings won't occur 2014/15 (rather circa £250-£377K).</p> <p>Full year savings (£500k) should be made in year 2 (2015/16) regardless of which option is selected.</p>	4	3	12	High	<p>Expedite timetable and phases within realms of reason and possibility (law and HR regulations)</p> <p>Tolerate position in Year 1</p> <p>Discuss plans with Associate Director Operational Children's Services.</p>	HOS: EI & Youth	Sep-14	Reported monthly	3	2	6	Medium	
R007	Integrated Youth Service management constrained capacity to deliver programme to staff.	Reduction in management capacity through earlier VR has reduced management capacity to deliver the HR programme to staff as required by law as up to *144 employees may need to be seen for a HR 1:1 in a three week window over the half term period (this could result in employment/employee litigation. * as at 22/01/14	HOS: E.I. & Youth (Mal Munday)	<p>Agree management cover staffing options with Associate Director.</p> <p>Plan timetable accordingly.</p> <p>Flag any specific difficulties and seek additional management cover/input from other parts of Children's Services.</p>	4	3	12	High	<p>Plan timetable and draft in extra management cover if required if this can be identified.</p> <p>We have no choice but to deliver statutory HR functions. This work takes priority.</p>	HOS: EI & Youth (Mal Munday)	Jun-14	Reported monthly	2	2	4	Low	
R008	Reputational damage to the Council (created by public reaction to proposals) which might be linked to them not being understood or accepted.	<p>Failure of public to understand the 'new' Service offer (a different paradigm).</p> <p>Failure of ABs to 'own' the agenda.</p> <p>Comparing to the previous offer.</p> <p>Youth Centres closing in short term with no immediate 'visible' replacement.</p>	Director of Comms 11-19 Commissioner	<p>Implement Comms strategy.</p> <p>Decisive/clear political direction leadership.</p>	4	3	12	High	<p>Implement Comms strategy</p> <p>Decisive/clear political direction leadership</p>	11-19 commissioner (James Fortune)	Dec-14	Reported monthly	3	2	6	Medium	
R009	Significant and adverse impact of reduction of Open Access Youth Service on tracking destinations and use of IYSS system.	IYSS system is designed for use by Open Access staff to record interventions and destination updates. Open Access staff also support 'field tracking' exercises. Confirming destinations and reducing unknowns is a significant national issue for which Wiltshire had DfE oversight in Feb 13.	HOS: E.I. & Youth (Mal Munday)	<p>Scale up Call Centre to compensate for some loss</p> <p>Place requirement on VCS providers to provide destination information and updates if they are involved in any of the others selected.</p> <p>Tolerate loss of capacity and increased unknowns in the short term.</p>	4	3	12	High	<p>Design field tracking exercises to utilise staff across OCS not just IYS.</p> <p>Place requirements on VCS providers.</p> <p>Enhance Call Centre</p>	HOS: EI & Youth (Mal Munday)	Sep-14	Tracking figures out monthly	3	2	6	Medium	

Wiltshire Council Impact Scoring Criteria

Score	Effect on service	Embarrassment/ reputation	Personal safety	Personal privacy infringement	Failure to provide statutory duties/meet legal obligations	Financial	Effect on project objectives/ schedule deadlines	ICT	Environment
4 Significant	Major loss of service, including several important areas of service and/ or for a protracted period Service disruption 5+ days	Adverse and persistent national media coverage Adverse central government response, involving (threat of) removal of delegated powers Officer(s) and/ or Members forced to resign	Death of an individual or several people	All personal details compromised/ revealed	Litigation/ claims/ fines from Departmental £250k+ Corporate £500k+	Costing over £1m Major increase on up to 75% of budget	Complete failure of project/ extreme delay - 3 months or more All benefits fail to be realised	Total replacement of existing system Major redevelopment required Substantial impact on service	Significant/ excessive emissions to land, air or water; or disruption to plant and/ or animal life with long term effects (over 5yrs)
3 Moderate	Complete loss of an important service area for a short period Moderate effect to services in one or more areas for a period of weeks Service disruption 3-5 days	Adverse publicity in professional/ municipal press, affecting perception/ standing in professional/ local government community Adverse local publicity of a major and persistent nature	Severe injury to an individual or several people	Many individual personal details compromised/ revealed	Litigation/ claims/ fines from Departmental £100k to £250K Corporate £250k to £500k	Costing between £250k and £1m Up to 50% of budget	Significant impact on project or most of expected benefits fail/ major delay of 2-3 months Majority of benefits fail to be realised	Major configuration of existing system Disruption to service	Severe emissions to land, air or water; or disruption to plant and/ or animal life with medium term effects (3-5yrs)
2 Minor	Minor effect to an important service area for a short period Adverse effect to services in one or more areas for a period of weeks Service disruption 2-3 days	Adverse local publicity/ local public opinion aware Statutory prosecution of a non-serious nature	Minor injury to an individual or several people	Some individual personal details compromised/ revealed	Litigation/ claims/ fines from Departmental £25k to £100k Corporate £50k to £250k	Costing between £50k and £250k Up to 25% of budget	Adverse effect on project/ significant slippage of 3 weeks - 2 months Some benefits fail to be realised	Basic IT requirements. Some minor configuration Minimal disruption to service	Limited emissions to land, air or water; or disruption to plant and/ or animal life with short term effects (up to 2yrs)
1 Insignificant	Brief disruption of important service area Significant effect to non-crucial services area Service disruption 1 day	Contained within section/ Unit or Directorate Complaint from individual/ small group, of arguable merit	Slight injury or discomfort to an individual or several people	Isolated individual personal details compromised/ revealed	Litigation/ claims/ fines from Departmental below £25k Corporate below £50k	Costing less than £50k Up to 10% of budget	Minimal impact to project Slight delay less than 3 weeks Minimal benefits fail to be realised	Basic IT requirements met No disruption to service	Negligible emissions to land, air or water; or disruption to plant and/ or animal life with no lasting effects (Current)

NB: Not all categories may apply to each risk. You need to come to a management consensus among your group.

Scoring criteria for likelihood

SCORE	DESCRIPTION	INDICATORS
4 Almost Certain	More than 75% chance of occurrence	Regular occurrence Circumstances frequently encountered -daily/weekly/monthly
3 Possible	40% - 75% chance of occurrence	Likely to happen at some point within the next 1-2 years Circumstances occasionally encountered (few times a year)
2 Unlikely	10% - 40% chance of occurrence	Only likely to happen 3 or more years
1 Rare	Less than 10% chance of occurrence	Has happened rarely/never before

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Appendix 3

Statutory Guidance

Education Act 1996

1. Section 507B of the Education Act 1996 requires that every local authority in England must, so far as reasonably practicable, secure for qualifying young persons in the authority's area access to sufficient educational and recreational activities (also referred to as positive leisure-time activities) which are for the improvement of their well-being, and sufficient facilities for such activities. Statutory guidance was issued by the government Department for children, schools and families in March 2008.
2. "Qualifying young person's" are those aged 13-19, and up to 24 for young people with a learning difficulty.
3. "Sufficient educational leisure-time activities" and "sufficient facilities for such activities" must include those which are for the improvement of young people's personal and social development.
4. "Recreation" includes physical training; "sufficient" in relation to activities or facilities means sufficient having regard to quantity; and "well-being" in relation to a person means his/her well-being so far as relating to:
 - a. Physical and mental health and emotional well-being;
 - b. Protection from harm and neglect;
 - c. Education, training and recreation;
 - d. The contribution made by him/her to society;
 - e. Social and economic well-being.
5. In securing sufficient positive leisure-time activities a local authority may:
 - a. Provide facilities for positive leisure-time activities. This may include establishing, maintaining and managing places at which facilities for positive leisure-time activities are provided;
 - b. Assist others in the provision of such facilities. This may include the provision of financial assistance;
 - c. Make arrangements for facilitating access for qualifying young person's to such facilities. This may include the provision of transport, financial assistance or information;
 - d. Organise positive leisure-time activities;
 - e. Assist others in the organisation of such activities, which may include the provision of financial assistance;
 - f. Make arrangements for facilitating access for qualifying young person's to such activities. This may also include the provision of transport, financial assistance or information;

- g. Enter into arrangements or make arrangements with any person in connection with anything done or proposed to be done under any of paragraphs (a) to (f) above;
 - h. Take any other action which the authority think appropriate.
- 6. Before taking any action to secure sufficient positive leisure-time activities a local authority must:
 - a. Consider whether it is expedient for the proposed action to be taken by another person. This includes consulting with such persons as the authority think appropriate as to whether it is expedient for the proposed action to be taken by another person; and
 - b. Where the authority considers that it is so expedient, take all reasonable steps to enter into an agreement or make arrangements with such a person for that purpose.
- 7. In exercising their functions a local authority must ascertain the views of qualifying young person's in the authority area about:
 - a. Positive leisure-time activities and facilities for such activities in the authority area;
 - b. The need for any additional such activities and facilities; and
 - c. Access to such activities and facilities.
- 8. In establishing the views of young people the local authority must ensure that these views are taken into account.
- 9. In exercising their functions under 507B the local authority must have regard to any guidance given from time to time by the Secretary of State. The Government published a new youth policy in 2012 called Positive for Youth, including updated statutory guidance on services and activities to improve young people's wellbeing. For youth services the guidance reminded local authorities of their responsibility to continue supporting young people, especially those who are more vulnerable, to engage positively in their communities and to make successful transitions to adulthood.
- 10. The new guidance issued by the Secretary of State for Education reiterated the 507B statutory duty and instructed local authorities to secure, so far as is reasonably practicable, equality of access for all young people to the positive, preventative and early help they need to improve their well-being. To include youth work and other services and activities that:
 - a) Connect young people with their communities;
 - b) Offer young people opportunities in safe environments;
 - c) Support the personal and social development of young people;
 - d) Improve young people's physical and mental health and emotional well-being;

- e) Help those at risk of dropping out of learning or not achieving their full potential;
 - f) Raise young people's aspirations, build their resilience, and inform their decisions.
11. The guidance defined a new role for local authorities as an enabler of services rather than a direct provider, with services mainly delivered by the voluntary and community sector. This approach is in accordance with the principles of the Localism Act 2011, which aims to shift power back into the hands of communities and individuals.
 12. The Secretary of State reminded local authorities that they must take steps to ascertain the views of young people and take them into account in making decisions about services and activities for them, in line with Article 12 of the United Nations Convention on the Rights of the Child (UNCRC).
 13. Within the new guidance the Government does not prescribe which services and activities for young people local authorities should fund or deliver or to what level. It is the responsibility of local authorities to take the strategic lead to work with young people; the voluntary, community and social enterprise sector; health and wellbeing boards; schools and colleges; and agencies including health and police to understand and meet young people's needs.
 14. Local authorities are responsible for securing, so far as is reasonably practicable, a local offer that is sufficient to meet local needs and improve young people's well-being and personal and social development – having regard to the general principles of the UNCRC.

Public Sector Equality Duty 2010

15. Section 149 of the Equality Act 2010 sets out a general duty which requires the Council to have due regard to the need to:
 - a) Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
 - b) Advance equality of opportunity between people who share a protected characteristic and those who do not.
 - c) Foster good relations between people who share a protected characteristic and those who do not.
16. The duty is in relation to protected characteristic groups and has to be applied in the delivery of Wiltshire Council services and in the employment of its staff. The relevant protected characteristics include age, disability, gender reassignment, marital and civil partnership, pregnancy and maternity, race, religion or belief, sex, and sexual orientation.
17. Eliminating discrimination includes eliminating harassment, victimisation and any other prohibited conduct within the Act. Advancing equality of opportunity means removing or minimising disadvantage, meeting people's needs, taking account of disabilities and encouraging participation in public life.

18. Fostering good relations between people means tackling prejudice and promoting understanding. The PSED makes it lawful to treat a disabled person more favourably than a non-disabled person.

How are other local authorities meeting their 507B statutory duty?

***Dorset**

- Traditional youth service providing universal and targeted youth work / positive activities. Approx £2.2m revenue budget with 60+ FTE youth work staff. Service has been protected by elected members up till now.
- Youth workers based in locality teams and moving toward more targeted work e.g. CAF.
- Cabinet have just authorised a major review of universal services including youth work and children's centres. Extensive consultation to shortly take place with local communities.
- Large number of Council owned youth centre buildings, currently being reviewed. Looking at more outreach / shared use of buildings.

***Gloucestershire**

- Stopped offering universal youth services in 2011 and focused Integrated Youth Support on vulnerable and at risk young people.
- Offer buildings and funding (through district programmes) to voluntary/community and parish organisations to provide youth activities.
- £300k per annum (£50k to each of the six districts). Funding likely to rise in 2014 with public health focus specifically for physical activities and sport.
- Cabinet Office view Gloucestershire as a leading example of how a top-tier council has enabled a smooth transition from council provided universal youth activities to community provision, through its Big Community Offer, transfer of club buildings, ongoing funding via districts, and strategic support for safeguarding, training and quality.

***Hampshire**

- Major restructure of youth services in 2011 (universal and targeted). Budget reduced by £4m over 2 years. 255 FTE to 118.5.
- £1.8m per year of funding in the form of grants offered to charities to provide targeted youth support services (focus on working with vulnerable young people).
- Community Development Facilitators supporting VCS to deliver and become tender ready. Plan is to eventually outsource youth services via a formal external commissioning arrangement.
- In-house resource focused on intensive 1:1 casework with Care Leavers and some NEETs.

North Somerset

- Stopped providing a youth work service in March 2012.
- Developed a positive activities development project supporting the establishment of community networks to fund and provide positive activities for young people based on local needs (tasked with responding to needs the Council can no longer meet).
- 11 networks established (6 are now charities), independent of the Council.
- One off £75k fund handed to providers of youth work and positive activities to support the transition.
- Innovation fund of £291k offered to support the development of community networks in 2012/13 (for infrastructure), reduced to £25k in 2013/14. Many networks using this funding to attract matched funding from elsewhere.
- Positive Activities for Young People fund of £30k per annum also available.
- Staff “at risk” supported to setup own social enterprises.
- Several Council based roles supporting networks through development work, including training, professional advice and guidance (up to 2014).
- Small team of Young People’s Support Workers retained and located within Community Families Teams focused on supporting those families across North Somerset in most need (top 300).
- No reduction in positive activities since 2011 – VCS have stepped up to the challenge and more young people accessing these activities.

***Somerset**

- Changed role to an enabler rather than a direct provider of youth work.
- Budget reduction over 3 years from £3.2m, with a 50% reduction in Year 1.
- 77 FTE to 6.5FTE, with remaining roles likely to be deleted end Mar 14.
- 3 FTE Community Development Youth Advisors supporting transition through professional advice and guidance to VCS.
- Offer a range of grants to local VCS youth groups e.g. diocese, young farmers, children and young people’s partnership etc.

***Worcestershire**

- Cabinet decision in November 2011 for provision of positive activities for young people to be locally commissioned by county councillors, with young people also playing an important part in the decision making and ongoing monitoring of services.
- £1m of funding allocated across 6 district council areas of the county using a needs based formula (70% needs to 30% youth population).
- A number of providers awarded contracts to provide positive activities for young people following the involvement of young people and councillors.

*Statistical neighbour

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Youth Development Centres

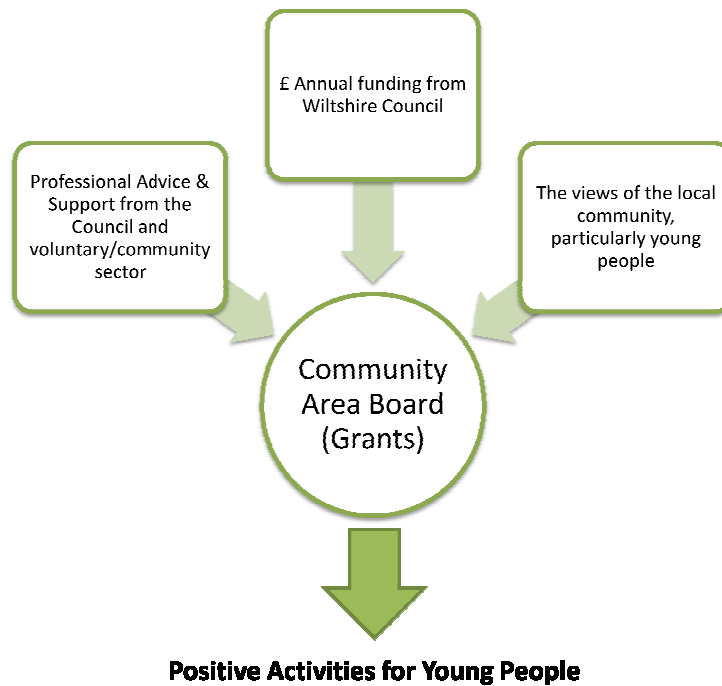
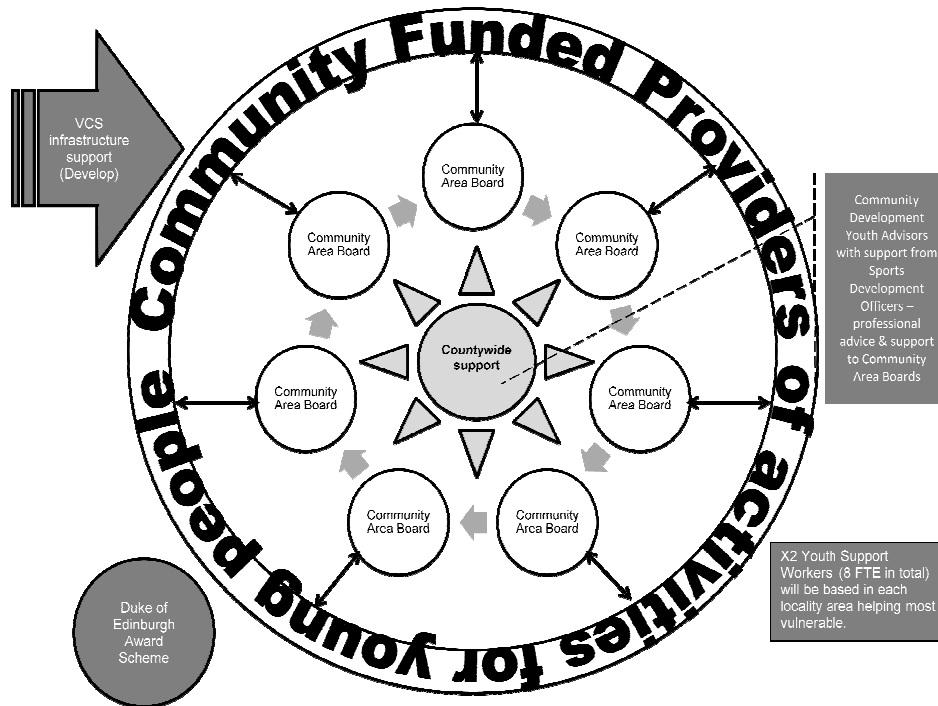
ASSET NAME	Community Area	Address	Town	Postcode
Downton Youth Development Centre (Trafalgar Sch)	Downton	Breamore Road, Downton, Salisbury SP5 3HN	Salisbury	SP5 3HN
Devizes Southbroom Youth Development Centre	Devizes	Southbroom Road, Devizes SN10 5AB	Devizes	SN10 5AB
Amesbury Sports & Community Centre	Amesbury	Antrobus Road, Amesbury, Salisbury SP4 7ND	Salisbury	SP4 7ND
Tisbury Youth Development Centre	Tisbury	THE AVENUE, Tisbury, Salisbury SP3 6JJ	Salisbury	SP3 6JJ
Calne Youth Development Centre	Calne	Priestly Grove, Calne SN11 8EF	Calne	SN11 8EF
Salisbury Grosvenor House YDC Centre/PDC	Salisbury	Grosvenor House, 26 Churchfields Road, Salisbury SP2 7NH	Salisbury	SP2 7NH
Cricklade Youth Development Centre	Cricklade	Leisure Centre, Stones Lane, Cricklade, Cricklade SN6 6JW	Cricklade	SN6 6JW
Melksham Canberra Youth Dev Centre/YOT	Melksham	The Canberra, 56 Spa Road, Melksham SN12 7NY	Melksham	SN12 7NY
Salisbury Youth Dev Ctr. (New Zealand Ave)/YOT	Salisbury	124 Wilton Road, Salisbury SP2 7JZ	Salisbury	SP2 7JZ
Trowbridge Court Mills Youth Dev Centre/YOT	Trowbridge	Court Mills, Polebarn Road, Trowbridge BA14 7EG	Trowbridge	BA14 7EG
Corsham Mansion House Youth Development Centre	Corsham	The Mansion House, Pickwick Road, Corsham SN13 9BL	Corsham	SN13 9BL
Pewsey Swimming & Sports Centre	Pewsey	Wilcot Road, Pewsey SN9 5EL	Pewsey	SN9 5EL
Wootton Bassett Youth Development Centre	Wootton Bassett	Lime Kiln, Wootton Bassett SN4 7HG	Wootton Bassett	SN4 7HG
Tidworth Youth Centre	Tidworth	St Andrews Hall, Bulford Road, Tidworth SP9 7ZR	Tidworth	SP9 7ZR
Marlborough Youth Development Centre	Marlborough	30A St Margaret's Mead, Marlborough SN8 4BA	Marlborough	SN8 4BA
Durrington Youth Development Centre	Amesbury	The Ham, Durrington, Salisbury SP4 8HW	Salisbury	SP4 8HW
Bradford on Avon Youth Development Centre	Bradford on Avon	Frome Road, Bradford on Avon BA15 1LE	Bradford on Avon	BA15 1LE
Warminster Youth Development Centre	Warminster	The Close, Warminster BA12 9AL	Warminster	BA12 9AL
Devizes Youth Development Service Operational HQ	Devizes	Estcourt Crescent, Devizes SN10 1LR	Devizes	SN10 1LR
Mere Youth Development Centre	Mere	RECREATION GROUND, Mere, Warminster BA12 6EP	Warminster	BA12 6EP
Ludgershall Youth Centre	Tidworth	Andover Road, Ludgershall, Andover SP11 9LZ	Andover	SP11 9LZ
Malmesbury Cotswold House Youth Development Centre	Malmesbury	Cotswold House, Gloucester Road, Malmesbury SN16 9JS	Malmesbury	SN16 9JS
Westbury Youth Development Centre	Westbury	Eden Vale Road, Westbury BA13 3NY	Westbury	BA13 3NY
Purton Youth Development Centre	Cricklade	Reid's Piece, Purton, Purton SN5 4AZ	Purton	SN5 4AZ
Wilton Youth Development Centre	Wilton	The Hollows, Wilton, Salisbury SP2 0JE	Salisbury	SP2 0JE
Chippenham The Bridge Youth Development Centre	Chippenham	Bridge Centre, Bath Road, Chippenham SN15 2AA	Chippenham	SN15 2AA

Note: Positive leisure Time Activities take place in a range of different buildings and venues across the council estate.

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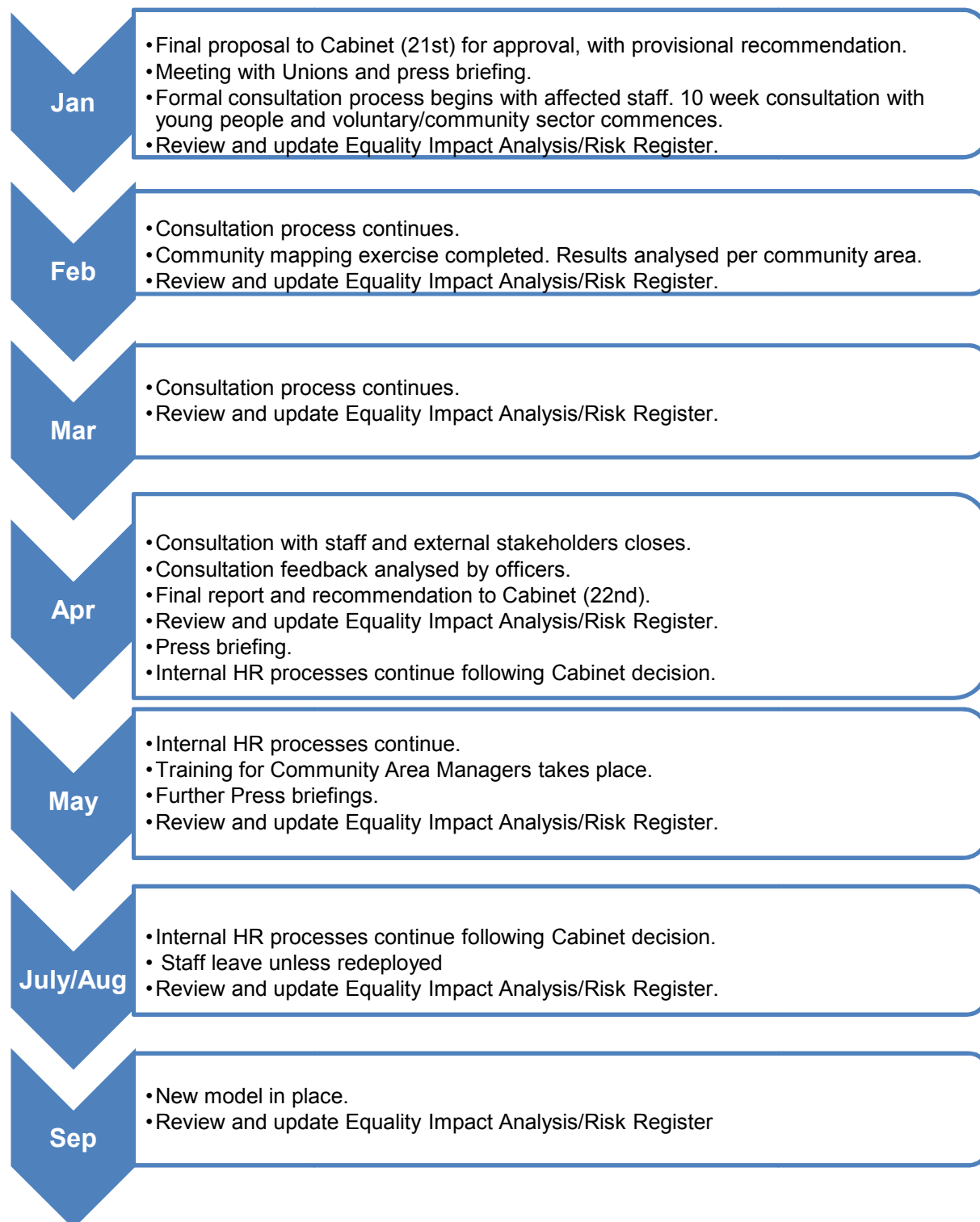
Appendix 5

Community led approach visual



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Provisional Implementation Plan



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Appendix 7**Indicative Budget if Community Led Option Chosen**

Item	Budget
Community Area Boards	£ 437,100.00
Youth Support Workers (8 FTE)	£ 240,000.00
Community Development Youth Advisors (2 FT	£ 60,000.00
Sparksite	£ 65,500.00
Positive Activities for young people with learning difficulties/disabilities	£ 20,000.00
The Line	£ 20,000.00
	£ 842,600.00

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