

AGENDA

Meeting: Cabinet
Place: Council Chamber - County Hall, Trowbridge BA14 8JN
Date: Thursday 15 May 2014
Time: 4.00 pm

Membership:

Cllr Keith Humphries	Cabinet Member for Public Health, Protection Services, Adult Care and Housing (exc strategic housing)
Cllr Laura Mayes	Cabinet Member for Children's Services
Cllr Fleur de Rhé-Philippe	Cabinet Member for Economy, Skills and Transport
Cllr Jane Scott OBE	Leader of the Council
Cllr Jonathon Seed	Cabinet Member for Communities, Campuses, Area Boards, Leisure, Libraries and Flooding
Cllr Toby Sturgis	Cabinet Member for Strategic Planning, Development Management, Strategic Housing, Property, Waste
Cllr John Thomson	Deputy Leader and Cabinet Member for Highways and Streetscene and Broadband
Cllr Dick Tonge	Cabinet Member for Finance, Performance, Risk, Procurement and Welfare Reform
Cllr Stuart Wheeler	Cabinet Member for Hubs, Heritage & Arts, Governance (including information management), Support Services (HR, Legal, ICT, Business Services, Democratic Services)


Please direct any enquiries on this Agenda to Yamina Rhouati, of Democratic Services, County Hall, Trowbridge, direct line 01225 718024 or email Yamina.Rhouati@wiltshire.gov.uk

Press enquiries to Communications on direct lines (01225)713114/713115.

All public reports referred to on this agenda are available on the Council's website at www.wiltshire.gov.uk

Part I

Items to be considered while the meeting is open to the public

Key Decisions Matters defined as 'Key' Decisions and included in the Council's Forward Work Plan are shown as 

1 Apologies

2 Declarations of Interest


To receive any declarations of disclosable interests or dispensations granted by the Standards Committee.

3 Leader's announcements

4 Public participation

The Council welcomes contributions from members of the public. This meeting is open to the public, who may ask a question or make a statement. Written notice of questions or statements should be given to Yamina Rhouati of Democratic Services by 12.00 noon on 12 May 2014. Anyone wishing to ask a question or make a statement should contact the officer named above.

5 New operating model for open access youth service (review of positive leisure-time activities for young people) (Pages 1 - 146)

 Report by Carolyn Godfrey, Corporate Director and Terence Herbert, Associate Director - Children's Social Care, Integrated Youth and Preventative Services, 0-25 SEN/Disability Service

6 Urgent Items

Any other items of business, which the Leader agrees to consider as a matter of urgency.

Part II

Items during consideration of which it is recommended that the public should be excluded because of the likelihood that exempt information would be disclosed

None

The items on this agenda reflect the key goals of Wiltshire Council, namely 'Work together to support Wiltshire's Communities', 'Deliver high quality, low cost, customer focused services and 'Ensure local, open, honest decision making'.

Wiltshire Council

Cabinet

15 May 2014

**Subject: New operating model for community youth activities
(review of positive leisure-time activities for young people)**

Cabinet member: Councillor Laura Mayes – Children’s Services

Key Decision: Yes

Executive Summary

The council is transforming youth activities so that provision responds to the modern lives of young people, focuses on supporting the most vulnerable, provides good value for money, meets the council’s statutory duties and delivers the service that communities want. The opportunities these activities provide have an important role in helping young people prepare for adulthood and the council is dedicated to ensuring these vital activities reach even more young people.

The vision for Wiltshire is that all young people have access to a varied and innovative youth offer, shaped by them and their communities. Those who are vulnerable also get the right help when they need it to enable them to tackle problems before they reach crisis point, meaning they are more likely to achieve positive outcomes.

On 21 January 2014 Cabinet agreed to carry out a wide-ranging public consultation, to seek opinions from key stakeholders, including young people, staff, schools, voluntary and community organisations, local councillors and Wiltshire Police on options to reshape youth activities. Since then, almost 6,000 individuals have engaged with the consultation, providing a valuable insight into the views of Wiltshire’s communities on proposals and key issues for young people.

The option to develop a community-led approach was supported across a range of stakeholders, and the majority of young people who responded to a youth survey run in conjunction with the consultation were in favour of this approach. During the process young people also informed the council of their main concerns, namely to have a greater say in decision-making and access to a broad range of youth activities.

Some groups, however, were of the view that the current service model should be retained with no change and it was evident across a range of stakeholders that youth work is valued, especially the relationships that young people have with trained and trusted staff. The majority of voluntary and community organisations who took part in the consultation were keen to have a greater role in the delivery of youth provision and emphasised the need for appropriate

support to make this happen.

Taking into account the consultation feedback, the views of young people and supporting the council's overall vision to create stronger and more resilient communities, it is proposed to implement a reconfigured community-led operating model for youth activities. This will provide young people with access to a broad range of personal and social development opportunities across their communities as well as targeted support for those who are more vulnerable.

Key features of the proposed new model include the development of a community-led youth offer in each area where young people and the community will be encouraged to identify and design a varied menu of youth activities. To support this, funding will be devolved to community area boards and the council will shift its role from providing direct youth work to enabling voluntary and community groups to develop provision to meet local needs. This will make available opportunities ranging from informal education and personal development to arts, sports and leisure-based activities.

Each community area will have a named Community Youth Officer who will facilitate and coordinate local provision. They will be the 'go to' person for advice and support on youth related issues, with a strong focus on building community capacity by assisting voluntary and community sector groups, encouraging volunteering and making the most out of community resources. Community Youth Officers will have close partnerships with a range of youth settings, including schools. They will also have positive relationships with young people in their area and be a source of age appropriate information, advice and support. They will also have an important role in coordinating positive activities for young people with learning difficulties and disabilities (currently referred to as bridging projects).

Youth Advisory Groups will evolve into Local Youth Networks (LYNs) which will be established as a sub group of community area boards. These will aid closer partnership working, bringing stakeholders together to shape the local youth offer in each area. They will advise area boards, which will make decisions at area board meetings to ensure that decision making is open and transparent, recommend local priorities to the area boards, and help monitor the quality and effectiveness of provision. The area boards will hold, and be accountable for the local youth activities budget. By involving young people in decisions, LYNs will provide young people with the opportunity to build leadership skills, develop enterprise, volunteer and connect with their communities.

Safeguarding will be strengthened by making highly skilled youth support workers available. This central resource will work with vulnerable young people, helping them to build resilience and stay as safe from harm as possible. A quality mark will also be developed to facilitate high quality youth activities across all providers.

The overall youth offer will be promoted more effectively, led locally and encourage more young people to access opportunities. A stronger focus on accountability and impact will result in improved monitoring of outcomes; ensuring provision meets all young people's needs and makes a positive difference to their lives.

Through a much stronger emphasis on community working and support for the most vulnerable it is our aspiration that the community-led model will deliver what young people want and help them to build resilience, make positive lifestyle choices, achieve in learning, gain independence and ultimately make a successful transition into adulthood.

Proposals

To implement a new community-led operating model for meeting the council's statutory duty to secure positive activities for young people aged 13-19¹. Cabinet are asked to approve the following specific recommendations:

- i) Adopt the key principles for a new operating model as set out in this report;**
- ii) Authorise implementation of the community-led model for youth activities to increase the opportunities for young people's involvement and engagement;**
- iii) Approve that the community-led operating model for youth activities maximises the amount of funding available to community area boards and local coordination;**
- iv) Delegate authority to Councillor Laura Mayes, Cabinet Member for Children's Services and senior officers to develop and implement the new operating model, taking account of i)-iii) above and the recommendations of the scrutiny task group.**

All councillors are advised to consider the equality issues and impacts of the proposal in the decision making process and satisfy themselves that the Council's Public Sector Equality Duties are being met (Appendix 2). In addition, the risks associated with the proposals as detailed in the attached risk register (Appendix 4) should be considered.

Reason for Proposal

The council has been considering how positive leisure-time activities for young people can be maintained while improving value for money – with the aim to safeguard a youth offer for the future that is sustainable, protects the most vulnerable, enables the council to meet its statutory duties, and responds to the modern lives of young people, increasing their participation and involvement in youth activities.

The proposed new community-led operating model represents the most appropriate way to supporting the council's overall vision, taking into account the outcomes of an extensive public consultation, and ensures that young people will continue to be able to access a range of opportunities, enabled by trained Community Youth Officers.

Terence Herbert
Associate Director

Carolyn Godfrey
Corporate Director

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

**Subject: New operating model for community youth activities
(review of positive leisure-time activities for young people)**

Cabinet member: Councillor Laura Mayes – Children’s Services

Key Decision: Yes

1. Purpose of Report

- 1.1 To seek cabinet approval for the implementation of a new community-led operating model for meeting the council’s statutory duty to secure for young people aged 13-19² (so far as reasonably practicable) access to sufficient positive leisure-time activities which are for the improvement of their wellbeing, and sufficient facilities for such activities.
- 1.2 The report has been informed by extensive public consultation; the outcomes of which are contained within the report.
- 1.3 Careful consideration of the impact of this proposal on the council’s Public Sector Equality Duties (PSED) have been undertaken to assist councillors in ensuring compliance with these duties in the decision making process.
- 1.4 For the purposes of this report the terms ‘youth activities’, ‘youth provision’, ‘youth offer’ and ‘youth work’ are all used to describe positive leisure-time activities for young people.

2. Recommendations

- i) **Adopt the key principles for a new operating model as set out in this report;**
- ii) **Authorise implementation of the community-led model for youth activities to increase the opportunities for young people’s involvement and engagement;**
- iii) **Approve that the community-led operating model for youth activities maximises the amount of funding available to community area boards and local coordination;**
- iv) **Delegate authority to Councillor Laura Mayes, Cabinet Member for Children’s Services and senior officers to develop and implement**

² Up to age 24 for young people with a learning difficulty.

the new operating model, taking account of i)-iii) above and the recommendations of the scrutiny task group.

3. Relevance to the Council's Business Plan

- 3.1 The proposal supports the council's overall vision of creating more resilient communities by encouraging young people and their communities to come together to tailor local services, as well as strengthen support for those who are vulnerable. This assists delivery of key business plan actions to enhance the role of area boards and youth advisory groups in developing services, improving safeguarding, and providing opportunities for young people to achieve their full potential.

4. Background

Introduction

- 4.1 On 21st January 2014 Cabinet considered a report proposing that it reviews how it meets its statutory duty to secure for young people aged 13-19³ (so far as reasonably practicable) access to sufficient positive leisure-time activities which improve their wellbeing, and sufficient facilities for such activities. The report identified key drivers for change including the need for provision to respond to the modern lives of young people, be shaped by their views, reflect updated government policy and be sustainable to ensure that help is provided to those who need it most. More information on the rationale for the review is outlined in Appendix 1.
- 4.2 The report set out a range of options, with a provisional recommendation to develop a community-led approach, subject to formal consultation with young people, staff and other key stakeholders to inform the decision making process. This included a requirement that proposals be robustly scrutinised by the Children's Select Committee.
- 4.3 The report to Cabinet referred to a targeted full year equivalent reduction to the Integrated Youth Service open access 2014/15 budget of £0.5m, the financial plan was reduced part year to £0.360m. However, at a budget setting meeting of Full Council on 25th February it was agreed that this reduction would be reduced by £0.250m through efficiencies found in other areas.

The importance of youth activities

- 4.4 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 achieve healthy and safe life outcomes.
- 4.5 Positive activities have an important role to play in helping young people learn about themselves, others and society, make positive lifestyle choices, develop skills and self-confidence, connect with their communities and take control over their lives. Through supportive relationships, strong aspirations

³ Up to age 24 for young people with a learning difficulty.

and good opportunities young people can be supported to realise their potential and make a successful transition to adulthood.

- 4.6 Positive activities form part of a much wider offer of help and support the council makes available to young people. This ranges from help to get young people back into education, work or training to supporting young offenders to reduce crime and anti-social behaviour, as well as championing the voice and influence of young people in local decision making. Young people also have access to a broad range of leisure facilities and services, with figures showing that in 2012/13 just over one million attendances were made to these services and activities by under 16's.
- 4.7 The overall budget for early intervention, youth and preventative services is £2.982m. In addition, the council has £2.194m budgeted for leisure facilities and services which greatly benefit young people. Further detail on the broader youth offer is set out in Appendix 1.

5. Main Considerations for the Council

Introduction

- 5.1 Cabinet members are asked to take into account the views of young people and adults gathered during an extensive public consultation period on proposed changes to the delivery of youth work and activities, including options for future re-modelling.
- 5.2 To inform the decision making process, Cabinet members are advised to consider the consultation outcomes and to ensure compliance with the Council's Public Sector Equality Duties (PSED) councillors must consider the equalities issues and impacts associated with proposals. A comprehensive Equality Impact Assessment has been developed to support this consideration, and it is strongly recommended that councillors read this in full prior to the meeting (Appendix 2).

Consultation process

- 5.3 An extensive ten week consultation took place from 3rd February to 14th April 2014, which sought opinion from young people, staff, voluntary and community sector organisations, communities and other stakeholders on four options for the future delivery of positive activities. These were informed by previous engagement with young people as well as research into other local authority models. Alternative proposals were also invited during the consultation process. The four options were:
- Retain the current in-house service but reduce the value – a number of options would be considered to make the required savings and deliver a service that meets the needs of young people in local community areas.
 - Outsource the service – this option would involve developing a new service specification for the provision of positive leisure-time activities shaped by key stakeholders, including young people, based on the resources available.

- Encourage and support staff to form a Public Service Mutual (PSM) – a mutual can deliver a public service involving a high degree of employee control. It can operate for profit, not for profit and take the form of a charity, social enterprise and community interest company.
 - Develop a community-led approach – this would empower communities via area boards, with funding from the council, to develop and make available positive leisure-time activities within their local area.
- 5.4 The consultation was widely promoted and undertaken across the county via a media campaign (including social, print and broadcast media), online and paper based survey's, direct texting to over 20,000 young people, website coverage, stakeholder focus groups (including those with protected characteristics), schools, face to face meetings and events, community area board meetings and by means of a comprehensive scrutiny review led by the Children's Select Committee. The consultation was facilitated by the council's Voice and Influence team, with staff engagement being led by the Head of Service for Early Intervention, Youth and Prevention.
- 5.5 Members of the public also expressed their views in a number of ways including petitions, attendance at budget participatory events and area board meetings, protest groups and direct communications via letter and e-mail to elected members and senior officers. More detail on the consultation activities and process is set out in a comprehensive consultation outcomes report at Appendix 3.
- 5.6 The council received a total of 2,403 individual responses to the consultation and 2,338 of these were young people. In addition, 3,451 individuals signed petitions.

Key findings

- 5.7 Through analysis of the views of respondents across a range of stakeholders a number of important findings have been identified. A full and in depth analysis is provided in Appendix 3 that illustrates a wide range of opinions. Feedback includes:
- Young people and their communities should be supported to have a greater influence over youth services and activities in their area, with a stronger emphasis on community working.
 - Young people want access to a wide range of activities and places to go, with sport and leisure being a high priority.
 - Safeguarding and support for vulnerable young people is important, particularly for those with learning difficulties and disabilities and those at risk.
 - Young people value having local access to trained and trusted adults they can talk to.

- The voluntary and community sector should play a greater role in the provision of positive activities, with support from the council and better coordination of local provision.
 - Youth work is highly valued (whether provided by the Council or voluntary/community sector providers), is an example of early intervention and prevention and makes a positive difference to young people's lives.
 - Existing service users and some members of the public were of the view that the current service should be retained, with no change.
 - The youth offer should be promoted more effectively to reach more young people.
- 5.8 The community-led option was favoured across a range of stakeholders including the majority of young people who responded to a SNAP survey (47.7%) as well as the voluntary and community sector.
- 5.9 During the consultation a number of alternative options were proposed. Many of these suggested a 'middle' way, mainly by combining the 'keep the service in-house' and 'community-led' options, with a mixed economy of providers, and the council focusing resource on those who are most vulnerable and disadvantaged. More information about the alternative options can be found in the consultation outcomes report.
- 5.10 The Children's Services Select Committee developed a useful set of principles and recommendations which have been considered and have helped to develop the new proposed operating model for community youth activities (Appendix 5).
- 5.11 Taking into account the views of young people and adults during the consultation process, a set of key principles has been developed to inform all aspects of the proposed new operating model for community youth activities. These will help ensure that provision improves outcomes, meets needs and makes a positive difference to young people's lives.
- 5.12 Shaped around these principles, the Associate Director takes the view that community-led operating model represents the most appropriate way of supporting the Council's overall vision, meeting the needs of young people, as well as fulfilling our statutory duties and taking into account the outcomes of the consultation.

Key principles for a new operating model

- i) A young person centred approach is encouraged across all providers of youth activities. This means treating young people with respect, promoting young people's rights to make their own decisions, promoting the welfare and safety of young people and encouraging respect for difference and diversity and challenging discrimination.
- ii) Young people and their communities are directly involved in the design, development, delivery and quality assurance of youth provision.
- iii) The council will focus on enabling and facilitating positive activities through community working and capacity building, supporting the voluntary and community sector to scale up and enhance provision.
- iv) The overall youth offer will be promoted more effectively, reaching more young people. This will be locally led with young people's involvement.
- v) The council will continue to provide targeted support for vulnerable young people.
- vi) Positive activities will focus on improving young people's capabilities, personal and social development and preparing them for adulthood.
- vii) All young people should have access to a trusted and trained adult they can go to within their community for signposting, information, advice and guidance.
- viii) The impact of the overall youth offer on young people's lives will be effectively monitored and evidenced.
- ix) Council youth officers and targeted youth support workers will work in close collaboration with partner agencies (e.g. schools, police, health, etc) to ensure a holistic and coordinated approach to meeting young people's needs.
- x) Resources for positive activities will be used equitably and effectively to maximise the delivery of inclusive, effective and value for money services.
- xi) Positive activity providers will be supported to maximise opportunities for income generation, with some council activities becoming cost neutral.
- xii) Suitable places for young people to go and meet will be available.

The proposed community-led operating model

5.13 A reconfigured community-led operating model for positive activities has been developed which takes into account the consultation outcomes and is based on the key principles set out above. Key features of the new model include:

A community-led youth offer

- Community Area Boards will be the focus for delivery and support for positive activities for young people in their community.
- Young people and community partners will be supported by trained community youth officers to come together to tailor a unique youth offer in their area which reflects local needs. This will include all youth work and activities which are available to young people across all providers. Opportunities will range from informal education and personal development to arts, sports and leisure-based activities. To support this funding will be devolved to community area boards to develop and support local youth activities. This funding will complement and enhance other local resources which are available.
- Each community area will have a named community youth officer who will help facilitate local youth provision. They will be the 'go to' person for support and advice on youth issues, with a strong focus on building community capacity by enabling voluntary and community sector groups to build and enhance provision, as well as encouraging volunteering and making the most of local resources.
- Community youth officers will have strong links with a range of services for young people, including schools. They will form positive relationships with young people in their area and be a well-known trusted adult and a source of age appropriate impartial information, advice and support. They will signpost young people to local activities and have an important role in coordinating positive activities for young people with learning difficulties and disabilities (currently referred to as bridging projects).
- The council will continue to hold the licence and coordinate the Duke of Edinburgh Award Scheme but will move to a cost neutral model, which will involve trading the scheme to schools and other organisations. It is an aspiration that funding will be set aside to support disadvantaged young people to access the scheme where this is not available through their school.

Local Youth Networks

- New terms of reference will be developed for Youth Advisory Groups which will evolve into Local Youth Networks (LYNs). These will help facilitate key stakeholders including councillors, young people, voluntary and community sector groups, schools, businesses, council officers, the police and other key partners to come together to shape and take the

lead for the coordination of youth work and activities in their area. These terms of reference will be agreed by relevant cabinet members.

- LYNs will be a key component of local governance arrangements and form a sub group of community area boards. The role of LYNs will be to identify key priorities and desired outcomes for young people, based on local needs, as identified by young people and informed by the Community Areas Joint Strategic Assessment.
- LYNs will make recommendations to the area board for how youth funding should be spent, as well as support the quality and effectiveness of local provision. They will also seek out opportunities for closer partnership working to avoid overlap and duplication, as well as exploit possibilities for income generation.
- Young people will make up a key part of LYNs and their involvement in local decision making will provide opportunities to develop leadership skills, volunteer, develop enterprise and connect with their communities.
- A county-wide Wiltshire Youth Network (WYN) will be coordinated by Local Youth Networks annually, supported by the Council to share best practice, celebrate key achievements, encourage partnership working and identify shared priorities.

Improved safeguarding and targeted youth support

- A new role of youth support worker will be developed. Through close partnerships with youth officers, other agencies and other services for young people on the ground these highly skilled staff will identify and target interventions at those young people most at risk.
- This central resource will manage caseloads of young people and take a lead role in coordinating the Common Assessment (CAF) and Team Around the Child (TAC) process where appropriate. This will involve becoming the Lead Professional where required and helping young people and their families to build resilience, overcome barriers, reduce risky behaviours and improve life outcomes. A range of interventions including relationship building, one-to-one work, assessment, mentoring, and advice and guidance will be crucial to helping young people stay as safe from harm as possible.
- A quality mark scheme will also be developed to help facilitate high quality youth work and activities across all providers.

Promotion of the overall youth offer

- The overall youth offer will be promoted more effectively using a wide range of accessible, inclusive and youth friendly communication channels, including better use of social networking. Supported by the council's communications team this will be led locally by Local Youth Networks, with an important role for young people. A review of Sparksite will take place.

Stronger focus on accountability and impact

- The Children & Young People's Trust and Wiltshire Safeguarding Children's Board Early Help Strategy Implementation Plan and performance monitoring arrangements will include a focus on monitoring the outcomes and impact of the work of community youth officers and youth support workers within the context of the overall Early Intervention, Youth and Prevention Service.
- A quality assurance framework and guidance (including financial guidance) for area boards will also be developed for community youth activities to help ensure that young people's needs are being met and understood in each community area. This will provide checks and balances to ensure value for money and that the council's Public Sector Equality Duties are being met.

5.14 A table summarising the proposed community-led operating model for youth activities is detailed below:

New operating model for community youth activities

Key feature	Current delivery	Proposed future delivery	Impact on key stakeholders
Community-led youth offer	<p>Youth work and activities are directly provided by Wiltshire Council's youth work team via a combination of open access centre and street based youth work provision. This is accessible from 24 sites across the county. Bridging projects are also provided which support young people with learning difficulties and disabilities to engage in these opportunities.</p> <p>The council holds the Duke of Edinburgh Award Scheme licence and supports schools and a number of other organisations to deliver the programme.</p>	<p>Enabled by trained community youth officers, communities will design, develop, deliver and help quality assure a unique youth offer in their area which is tailored to their needs. Funding will be devolved to area boards to support this. Community youth officers will help coordinate and facilitate local provision and focus on community working and capacity building. They will also coordinate positive activities for young people with learning difficulties and disabilities (currently referred to as bridging projects).</p> <p>The council will retain the Duke of Edinburgh Award licence, continuing its coordination and support role but moving to a cost neutral model, with the scheme traded to schools and other organisations. It is an aspiration that some resource be put aside to help disadvantaged young people access the scheme where this is not possible through their school.</p>	<p>Young people will have access to a wider variety of youth activities. There will be better support available for voluntary and community groups and other partners. It is an aspiration that this will result in high quality provision for young people.</p> <p>The youth offer will better reflect the needs of the community and increase participation and involvement in youth activities.</p> <p>There will be enhanced opportunities for voluntary and community sector providers to develop provision and support for young people.</p> <p>Positive activities for young people with learning difficulties and disabilities will be improved, better tailored to needs.</p> <p>Schools and other organisations who wish to access the Duke of Edinburgh Award scheme through the council will have to pay for the service they receive.</p>
Local Youth Networks (LYNs)	Youth Advisory Groups (YAGs) operate in each community area, coordinated by council youth workers. These involve young people in shaping local services and activities which affect them.	Local Youth Networks (LYNs) will be established as sub groups of community area boards. These will bring key partners together (e.g. schools, voluntary/community groups, police, health etc), including young people to shape and coordinate a local youth offer tailored to the community's needs. They will advise area boards, recommend local priorities, improve partnership working and support the quality and effectiveness of youth provision. LYNs will come together to share ideas and best practice annually through a county-wide Wiltshire Youth Network (WYN).	Young people and community partners will have a greater influence over the design of local youth provision. The local youth offer will be more responsive to young people's needs and increase participation and involvement in youth activities. It will also be better coordinated with less overlap and duplication providing improved value for money for local taxpayers. Through decision making young people will develop important life skills.

New operating model for community youth activities

Key feature	Current delivery	Proposed future delivery	Impact on key stakeholders
Improved safeguarding and targeted youth support	<p>There is evidence of youth workers providing excellent targeted youth support, taking on the role of Lead Professional and addressing young people's needs early on before they reach crisis point.</p> <p>The Line is a phone and web-based service funded by the council that provides confidential advice and support for young people.</p>	<p>Targeted youth support by highly skilled youth workers will be scaled up through the development of a new youth support worker role. This central resource will focus interventions (through the CAF/TAC process) on those young people most at risk, helping them to build resilience and achieve positive outcomes.</p> <p>The Line will be replaced by signposting young people to appropriate national services which provide confidential information and advice e.g. ChildLine.</p> <p>With oversight from trained community youth officers a quality mark scheme will be developed for community providers of youth activities. Community youth officers will have an important role in supporting voluntary and community groups through training and other opportunities.</p>	<p>It is our aspiration that this will result in an improved safety net and safeguarding for the most vulnerable young people within communities as well as reduced demand on children's social care in the medium to long-term and safer youth activities for young people.</p> <p>Voluntary and community sector organisations are better supported to provide safe environments and meet young people's needs.</p>
Promotion of the overall youth offer	The council runs Sparksite, a website and radio station which provides information to young people about the overall youth offer.	Local Youth Networks will take responsibility for promoting the youth offer in their communities. Sparksite will be reviewed.	The youth offer will be promoted more effectively at a local level through a range of channels which will increase young people's participation and involvement in youth activities.
Stronger focus on accountability and impact	A service specification is in place for the current Wiltshire Youth Work Offer and an Integrated Youth Support Service database to help monitor performance.	<p>The local Early Help Strategy Implementation Plan and performance monitoring arrangements will regularly assess the outcomes and impact of the work of community youth officers and youth support workers within the context of the overall early intervention, youth and prevention service.</p> <p>A quality assurance framework and guidance for community area boards will be developed and overseen by community youth officers to help ensure efficient and effective youth activities across all providers.</p>	<p>Evidence of improved impact, outcomes and value for money through more effective and efficient services.</p> <p>The council's Public Sector Equality Duty is met.</p>

Human resource implications

- 5.15 To meet the requirements of the new operating model a restructure of the workforce will be necessary, which will lead to a reduction in the number of people employed within the Early Intervention, Youth and Prevention Service. All employees affected by these changes will continue to be supported through ongoing formal consultation, regular communications, one-to-one meetings and face to face briefings led by the relevant Head of Service.
- 5.16 Several new roles will be developed, with new job descriptions including 'Community Youth Officer' and 'Youth Support Worker'. Where possible redundancies will be minimised in order to retain the skills and experience of the existing workforce. Existing staff who are successfully recruited into these new roles will be provided with appropriate support and training.
- 5.17 Existing staff will be eligible to apply for redeployment opportunities across the council. Wherever possible voluntary redundancy will be offered and where compulsory redundancies need to be considered relevant corporate HR policies and procedures will be strictly adhered to, with appropriate support in place for employees, including union engagement.
- 5.18 Staff who are interested in setting up their own business on a self-employed basis or as a social enterprise, trading their services to community area boards for example, will be able to access support from the Wiltshire Business Support Service.

Operational estate implications

- 5.19 The Full Council budget amendment on 25th February 2014 determined that an audit would be undertaken of the cost effectiveness of the provision of premises from which youth work and activities are currently delivered with a view to securing in-year property savings via the closure of facilities.
- 5.20 The amendment in effect modified the position that the council previously took and means that, in advance of any campuses being established; the current estate used for youth work and activities will be reviewed.
- 5.21 The audit is likely to result in some buildings (where the costs of running them are disproportionate to the value of the activity delivered) closing in some areas prior to any campuses being established. Where this happens the council is committed to ensuring that a viable and local alternative premises solution can be secured. This alternative offer might not necessarily be other council estate and could include community or voluntary sector facilities.
- 5.22 In achieving the above, the council is committed to open communication in each local area to ensure that key stakeholders are fully engaged with the issues. Which buildings are identified for which purpose is an implementation issue and the detail will be made available as and when it is relevant and possible to do so.

Implementation process

5.23 The recommendations in this report will be implemented using programme management methodology, led by the council's programme office. This will ensure a coordinated approach to the delivery of a number of important activities. Robust governance arrangements will be in place, sponsored by Cabinet and a project board comprised of relevant council officers which will oversee the delivery of a single comprehensive implementation plan. Two working groups will be established to oversee key work streams, coordinated by lead officers, with regular progress reports to the project board:

- Service transformation – leading on service restructuring.
- Community-led governance and impact – leading on the establishment of Local Youth Networks, a quality assurance framework and guidance for community area boards. To support this, Children's Services Commissioners will strengthen internal arrangements for monitoring the quality and effectiveness of the Early Intervention, Youth and Prevention Service through the local Early Help Strategy Implementation Plan.

6. Safeguarding Implications

6.1 It is our aspiration that the community-led operating model will strengthen safeguarding for young people through investment in early intervention and prevention. Trained community youth officers will have a strong focus on community working, enabling and facilitating youth activities with key partners (e.g. schools, health, police, voluntary/community groups etc). This is likely to enhance the availability, quality and effectiveness of provision which will help improve young people's wellbeing and promote positive lifestyle choices.

6.2 Local Youth Networks, a quality mark scheme and improved internal commissioning arrangements will help facilitate high quality youth work and activities across all providers, leading to improved outcomes for young people.

6.3 A new role of youth support worker will identify and target interventions at vulnerable young people, helping them to build resilience, reduce risky behaviours and achieve positive outcomes.

6.4 The implementation plan will ensure that current service users, particularly those who are vulnerable are appropriately supported in the move to the new operating model.

7. Public Health Implications

7.1 It is likely that the provision of positive activities will have a helpful impact on the health and wellbeing of the local youth population. There is potential for the new operating model to secure sufficient access to a range of educational and recreational activities that meet the needs of

young people. The ongoing review of any public health implications of the proposed model will need to be considered on an ongoing basis during the implementation process.

- 7.2 Health inequalities can arise as a result of the unequal distribution of health determinates, 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, teenage conceptions and variations in educational attainment. Those at greatest need of services are often least likely to access them and the new operating model will need to consider how those at greatest need are engaged as part of the implementation process. Ideally this would see consideration of appropriate and effective communication routes for target audiences and also capacity to carry out outreach work to engage those in greatest need.
- 7.3 Positive activities will support reduction in health inequalities if these are targeted appropriately in each community area, informed by evidence based practice and local Joint Strategic Assessments. These will be considered at a local level by Local Youth Networks to help shape a youth offer, tailored to the community's needs. If this is done effectively this will ensure that those young people at greatest risk of poorer educational and physical and mental health outcomes are able to access services to improve their health and wellbeing and supporting activity to mitigate the impacts of child poverty.
- 7.4 To ensure any potentially negative public health implications are mitigated the ongoing development of the proposed operating model will need to consider:
 - How LYNs and Area Boards will be supported to understand which evidence based services/activities are most appropriate to address local needs as identified through the Joint Strategic Assessment and youth engagement.
 - How the impacts of changes to the operating model will be monitored so that where necessary any unforeseen negative impacts can be addressed swiftly and effectively.
 - What opportunities there are to deliver youth activities alongside other services e.g. sexual health services or in partnership with other settings (e.g. Healthy Schools).

8. Environmental and Climate Change Considerations

- 8.1 Any decision on alternative premises solutions should have regard to energy efficiency. Therefore any transition of youth activities to more energy efficient facilities is likely to reduce the council's carbon footprint and is likely to have a positive impact on environmental and climate change issues. More localised provision may also result in fewer journeys being made by council staff and members of the public.

9. Equalities Impact of the Proposal

9.1 Section 149 of the Equality Act 2010 sets out a general duty which requires the council to have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act,
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic and those who do not.

9.2 The duties are in relation to protected characteristic groups and have 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.

9.3 To comply with the Public Sector Equality Duties under s149 of the Equalities Act 2010 all councillors must consider the equality issues and impacts of the proposals as part of the decision making process.

9.4 A comprehensive assessment of the equality issues and impacts of the various options for re-modeling the provision of positive activities, including the proposal to implement a community-led model has been undertaken and is set out within the attached Equality Impact Assessment (Appendix 2). This is a working document and has been updated regularly to take account of the views of various stakeholders during the consultation process.

9.5 A summary of the conclusions from the Equality Impact Assessment are included below. Councillors are asked to read the EIA in full for further detail.

- There would be significant human resources impacts in this proposal regarding the numbers of existing youth work team staff affected by redundancy. 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.
- There is a higher percentage of BME (black minority ethnic) staff working in the council's youth work team. This needs to be monitored during any redeployment/redundancy work as part of the implementation process.
- There would need to be clear monitoring arrangements put in place with community area boards to ensure that the PSED is being met.
- Data broken down by community area board level and by the protected characteristic groups needs to be made readily available and updated regularly to support area board members, LYNs and staff in the design of local youth activity provision to meet local need, particularly to those

who are most vulnerable.

- There needs to be consideration of the capability of all community area board members and LYNs to deliver the proposed model, in particular their understanding around consistency and practical application of the PSED to ensure equality of access and inclusion. A training needs analysis of community area board members and LYNs will need to be undertaken as part of the implementation process.
- The voice of young people with learning difficulties and disabilities, their parents and carers and the voice of Lesbian, Gay, Bisexual and Transgender (LGBT) young people must be considered as part of any future operating model. Continued involvement by all young people, especially those from protected characteristic groups needs to be maintained as facilities for youth activities are identified/developed (including campuses).
- Responses from the consultation indicated that clubs and groups for protected characteristic groups come up as a high need from young people in the focus groups.
- A reduction in youth service staff who currently support the LGBT youth groups may indirectly impact targeted support outside of the scope of this review if the proposed model is implemented.
- There needs to be a greater understanding of the impact of the councils estate rationalization programme as part of this project on particular youth groups and that resources are secured to continue initiatives such as the bridging projects and the continuation of the LGBT youth groups.
- The proposed operating model could potentially advance equality of opportunity and foster good relations due to the intergenerational elements.
- The proposed operating model provides good opportunities to improve the take-up of locally designed youth activities.
- Equality considerations will need to continue to be built in to any implementation phase as the project moves forward.

9.6 The implementation of the community-led model will require the council to put into place effective monitoring arrangements for all council funded positive activities to ensure the new service delivery model is inclusive and meets the needs of all young people.

10. **Risk Assessment**

10.1 A risk register has been developed and will be maintained by the project management group. Key risks will continue to be raised and discussed at meetings of the group and any significant risks identified will follow corporate guidelines in being escalated. A comprehensive risk register is

attached with this report (Appendix 4) and councillors are strongly advised to consider the risks and mitigating actions in the decision making process.

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

- 10.2 The council's operating model for open access youth work and activities may not continue to meet the needs of young people, leading to potential disengagement, poorer outcomes and less value for money for local taxpayers.
- 10.3 There is a risk that if this proposal is not accepted delays will be incurred whilst new delivery options (in line with the budget agreed by council and set out within the Medium Term Financial Strategy) are developed.
- 10.4 Youth provision may not reflect and support the council's vision, priorities and key actions – particularly the 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

- 10.5 Risks associated with the implementation of the new operating model and mitigating actions are detailed within the attached risk register.

11. Financial Implications

- 11.1 The overall budget for early intervention, youth and preventative services for young people is £2.982m. £1.147m is for the delivery of open access youth work and activities.
- 11.2 On 25th February 2014, full council agreed a budget amendment, increasing the youth services (open access) budget by £0.250m to £1.147m which reduced the overall savings target for 2014/15 to £0.110m.
- 11.3 The community-led model will provide community area boards with an annual budget for community youth activities (pro rata equivalent in 2014/15). This funding will complement and enhance other local resources which are available.
- 11.4 The budget for area boards will be devolved fairly across community areas based on the area board funding formula, which takes into account factors such as deprivation, population and sparsity. Population will be based on the number of 13-19 year olds in each community area according to the Office for National Statistics latest mid-year estimates. This budget will be revenue based and ring-fenced for youth work activities.
- 11.5 Following the cabinet decision Councillor Laura Mayes, Cabinet Member for Children's Services and management will finalise the detail of the operational structure within the overall financial envelope. If the recommendations within this report are approved the proposed model will

mean that each community area will have financial resources to allocate and access to a named Community Youth Officer.

- 11.6 Once cabinet has reached a decision officers will determine the exact numbers of staff and grading. In doing so officers will continue to take into account the implications and recommendations of the Children's Select Committee Scrutiny Task Group. In addition, officers will produce a structure in keeping with the overall vision, strategic direction and principles of the community-led operating model, which has been informed by consultation feedback. This structure will be made available after affected staff have been appropriately consulted.
- 11.7 The community-led operating model is likely to attract additional funding into Wiltshire for youth provision, for example via Local Youth Networks and matched funding opportunities.

12. Legal Implications

- 12.1 The proposal is subject to various legislative provisions, namely the Education Act 1996 (which sets out the legislative framework for youth services) and the Equality Act 2010 (Public Sector Equality Duty). Section 507B of the Education Act requires Wiltshire Council, so far as reasonably practicable, to secure for qualifying young persons (aged 13-19 in the local area⁴) access to sufficient positive leisure-time activities which improve their wellbeing, and sufficient facilities for such activities.
- 12.2 Updated statutory guidance on services and activities to improve young people's wellbeing was published by the Department for Education in June 2012. This reiterated the 507B duty and the need for local authorities to ensure young people are able to get the preventative and early help they need through youth work, other services and activities.
- 12.3 The guidance directed council's 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 guidance also defined a new role for council's to shift their role to be a strategic leader and enabler of youth services, rather than a direct provider, with an enhanced role for the voluntary and community sector.
- 12.4 It is expected the new community-led operating model will result in increased youth activities provision in Wiltshire and the council will therefore continue to meet its 507B statutory duty. Community Youth Officers will have a critical role in supporting communities through capacity building and partnership working to ensure that sufficient provision is in place and continues.
- 12.5 Section 507B of the Education Act also places Wiltshire Council under a statutory duty to consult as to whether it is expedient for the proposed action to be taken by another person and also, in exercising its function

⁴ Up to age 24 for young people with a learning difficulty.

the council must take steps to ascertain the views of qualifying young person's in the local area about:

- Positive leisure-time activities, and facilities for such activities, in the authority area;
- The need for any additional such activities and facilities; and
- Access to such activities and facilities; and

in establishing the views of young people the local authority must ensure that these views are taken into account.

12.6 The Best Value duty under the Local Government Act 1999 also places a responsibility on the council to make arrangements to secure continuous improvement which includes a wide duty to consult when changes to services are proposed.

12.7 Wiltshire Council has met its responsibilities under s507B of the Education Act 1996 and the Local Government Act 1999 by means of a wide ranging and extensive public engagement and consultation process identified within this report. The report has been prepared in consultation with legal, and legal considerations in respect of implementation have been incorporated within the body of the report.

12.8 The development of arrangements and infrastructure for revised local governance as set out in paragraph 5.13 will be developed in conjunction with legal services to ensure robust governance arrangements are developed.

13. **Options Considered**

13.1 A variety of options for re-modelling positive activities for young people have been considered as part of the decision making process. The advantages and disadvantages of each of these options, including an analysis of their equalities impact has been evaluated (refer to 'Review of positive leisure-time activities for young people', Wiltshire Council, 21st January 2014 Cabinet Report). A number of additional options and hybrid models were submitted during the consultation process and have been taken into account.

14. **Conclusions**

14.1 Cabinet are asked to consider and approve the recommendations outlined in **Section 2**.

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

Report Author: James Fortune, Lead Commissioner, Children's Services

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15 May 2014

15. **Background Papers**

The following unpublished documents have been relied on in the preparation of this report:

Education Acts 1996 & 2011

Localism Act 2011

All acts available for public view at www.legislation.gov.uk

Framework and evaluation schedule for the inspection of services for children in need of help and protection, children looked after and care leavers (single inspection framework) and reviews of Local Safeguarding Children Boards, Ofsted, April 2014, www.ofsted.gov.uk

Munro review of child protection: a final report – a child-centred system, Department for Education, May 2011

Positive for Youth: a new approach to cross-government policy for young people aged 13-19, 1 February 2010, Cabinet Office & Department for Education, www.gov.uk

Review of positive leisure-time activities for young people, Wiltshire Council, 21 January 2014, <http://www.wiltshire.gov.uk/council/consultations/consultationypactivitiesreview.htm>

Statutory Guidance for Local Authorities on Services and Activities to Improve Young People's Well-being, Department for Education, June 2012, www.gov.uk

Statutory Guidance on positive activities, www.education.gov.uk

16. **Appendices**

Appendix 1: Background – Further Information

Appendix 2: Equality Impact Assessment

Appendix 3: Consultation Outcomes Report

Appendix 4: Risk Register

Appendix 5: Positive Activities CSC Task Group

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Background – Further Information

The current model

For more than ten years the council's 507B statutory duty (positive activities) has largely been met through the provision of an open access development service (now youth work team). This currently operates from 24 sites across the county offering a mix of centre and street-based activity. This is available to all young people regardless of need and also includes:

- Coordination of the Duke of Edinburgh Award Scheme.
- Promotion of the overall youth offer (universal and targeted provision) via Sparksite & Spark radio.
- Funding of 'The Line' – a confidential phone and web-based advice and support service for young people.
- The coordination of Youth Advisory Groups (YAGs) across the county, which involve young people in shaping local services and activities which affect them.
- Bridging projects which support young people with learning difficulties and/or disabilities to engage in youth activities in Chippenham, Devizes, Durrington, Malmesbury, Marlborough, Pewsey, Salisbury, Tisbury, Trowbridge and Warminster.

The wider youth offer

The provision of open access youth work and activities forms part of a much wider offer of help and support to young people. The youth work team is a part of the council's Early Intervention, Youth and Prevention Service, which provides a range of other services, including:

- Targeted youth support work (14-18 year olds) via personal advisors and destinations trackers to encourage, enable or assist young people's participation in education, work or training, including delivery of the September Guarantee (learning offer for 16/17 year olds) and the Government's Youth Contract (via subcontracting arrangements).
- Youth offending and prevention teams (8-19 year olds) which work with young people who have offended (including support and supervision) or are at risk of doing so.
- Coordination and management of a volunteer & mentoring scheme which encourages, supports and trains local people from within Wiltshire's communities to volunteer in a range of roles. This includes the requirement to identify and register volunteers in relation to the youth justice system e.g. appropriate adults and referral panel members.
- An inclusion, behaviour and attendance team that promotes educational well-being, inclusion, positive behaviour and school attendance & achievement by identifying and supporting those with, or at risk of developing additional needs. This includes the Ethnic Minority Achievement,

Health Needs Related, Behaviour Support, Education Welfare and Travellers Education services.

- Supporting young people who display risky behaviours including those who go missing from home and school. This includes coordination of the Wiltshire Risk Management Group which provides a joint multi-agency approach to addressing the needs of very vulnerable young people (e.g. runaways, problematic substance users, those at risk from child sexual exploitation, self-harming etc).
- A young people's drug and alcohol treatment service (Motiv8) which includes specialist support for children and young people (0-19 year olds) who are problematic substance users and children of parents/carers/significant others who are problematic substance users (otherwise known as Hidden Harm).
- Oxenwood Outdoor Education Centre which offers outdoor activities to primary and secondary school age children via a traded service to local schools.
- Wiltshire Youth Arts Partnership that coordinates a wide range of arts-based programmes and projects for vulnerable young people.

The council also funds a local youth programme called 'Skills4Success' – a £265,000 scheme which is helping young people to develop the confidence and skills they need to take up education, work or training opportunities.

A voice and influence team is employed that champions and supports young people in decision-making processes about services and activities which affect them. This includes support for the Wiltshire Youth Assembly, Young Commissioners, UK Youth Parliament, Wiltshire Youth Disabled Group, Lesbian Gay Bisexual and Transgender Groups and the Children in Care Council.

Young people have access to a broad range of leisure facilities and services. Figures show that in 2012/13 just over one million attendances were made to these services and activities by U16's.

The National Citizen Service is available locally which encourages 16 and 17 year olds to undertake outdoor activities, meet new people and participate in community action projects.

Targeted support to help young people back into education, training or work is available through a number of organisations working together to deliver the government's youth contract scheme for 16 and 17 year olds.

A wide variety of community and voluntary sector organisations provide good quality services and facilities to young people in their neighbourhoods. Community area boards sponsor local youth projects in their area through 'You Decide' events which engage communities in decision making.

Why and how does provision need to change?

Support for young people at risk and improved safeguarding

Safeguarding and protecting the most vulnerable is a key priority for Wiltshire Council as outlined in its business plan and like most areas across the country, the council is experiencing increased service expectations, particularly in 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)).

To respond to this the Wiltshire Children & Young People's Trust and Wiltshire Safeguarding Children Board has developed an Early Help strategy which seeks to improve outcomes for children, young people and families by providing the right help as soon as it is needed.

Preventing problems from occurring is also important in reducing costs, particularly at a time when public funds are severely limited. Consequently, the council needs to re-focus its youth services so that young people in most need of support can access them and that they are supported before problems escalate and reach crisis point.

Meeting new statutory responsibilities & focus on outcomes

In 2012 the Department for Education reminded councils of their duty to secure for young people aged 13-19 (up to 24 for those with learning difficulties), so far as reasonably practicable, access to sufficient educational and recreational activities (also referred to as positive leisure-time activities) which improve their well-being.

Updated statutory guidance reminded local authorities to continue supporting young people, especially those who are more vulnerable, to engage positively in their communities and make successful transitions to adulthood. This involves local authorities targeting their resources on those most at risk and determining which services can be delivered by voluntary and community sector organisations, so that the council directly provides only where it is clearly best placed to do so.

To fulfil this duty councils are required to take the strategic lead for coordinating the overall local youth offer of all available youth work and activities for young people. Effective partnerships should also be developed with other providers and community partners in order to plan and deliver activities. Council's are also required to take steps to ascertain the views of young people and take these into account when making decisions about services and activities for them. Information about all the available provision should also be publicised and positive leisure-time activities should demonstrate good outcomes for young people's well-being.

The new statutory guidance removed the previous Ofsted Inspection Framework for youth services and associated performance indicators. Instead,

local authorities will be assessed against their strategic responsibility for coordinating a sufficient local youth offer by working in partnership with voluntary and community organisations and other key partners.

Young people should be involved in inspecting the quality and accessibility of provision and positive trends showing improvement in young people's well-being, personal and social development evidenced. This means that the council will need to develop new arrangements for evaluating the efficiency and effectiveness of the youth offer.

A modern service which meets young people's needs of today and tomorrow

In the ten years since the open access development service (now youth work team) 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 are living very different lives. Future provision needs to respond to this, and be delivered differently, in a more innovative and engaging way, and in doing so make the most out of community area resources.

The voice of young people

Through consultation and engagement with young people we know that they aspire to have a greater influence over services which affect them. They also want provision to be determined locally, with suitable space being made available for them within their community area.

Young people's involvement in democratic processes is well-developed in Wiltshire. Enhancing this further by involving young people directly in the design, development and delivery of youth activities will give them a greater say over what is provided, when and where, ensuring this provision reflects their needs.

Increasing participation & value for money

The latest data shows that 12.05% of the 13-19 population access the council's youth work provision¹. This represents 4933 individuals out of a 13-19 population of 40,934. These figures are not in any way a reflection of the quality of youth work and activities taking place across the county but perhaps rather the capacity of the current operating model to provide what the vast majority of young people want. It's important to recognise that many young people are likely to be engaged in a vast range of other activities offered by voluntary, community and private sector providers.

¹ Covering period April 2013 to March 2014 (1 full year), Wiltshire Council IYSS database, 16th April 2014 and based on Office for National Statistics 2012 mid-year population estimates.

The council's youth work team undertakes some excellent work with young people and key findings on its outputs are highlighted below covering the period April 2013 to March 2014 (1 full year):

- There were 67,526 visits to youth work sessions
- Named individuals each attended an average of 13.39 sessions
- Youth workers carried out significant interventions with 466 of the named individuals (linked or not linked to session attendance)
- Taking into account those young people who attend more than one centre, which reduces the number of named individuals to 4639:
 - 1.14% (53) were subject to a Common Assessment Framework (CAF).
 - 0.30% (14) were subject to a Single Agency Referral Form (SARF) requesting integrated youth service involvement.
 - 2.85% (132) were not in education, employment or training (NEET) at the time they attended.
 - 14.98% (695) had a learning difficulty identified.
 - 11.83% (549) were eligible for free school meals.
 - 8.19% (380) were involved with children's social care at child in need status or above.

It is our aspiration that a future operating model reaches more young people, engages with their changing lifestyles positively and builds on the valuable work of the voluntary and community sector. A varied menu of provision is needed which gives young people access to what they want when they want it, and increases their participation in youth activities. The council also needs to get much better at evidencing the impact of the youth offer on young people's lives, with a focus on outcomes.

Supporting delivery of the council's Business Plan

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, 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.

Delivering the plan is key to managing unprecedented financial challenges by balancing the growing demand for services against the reduction in funding from central government. This requires tough decisions and the council needs to find ways by which it can deliver more with less.

This means developing a more sustainable model for positive activities for young people, which provides value for money and ensures that help, support and resource is targeted at those who need it most.

The vision for youth activities

The council's ambition is to make available a comprehensive, effective and inclusive youth offer which supports young people, particularly those who are vulnerable, in their transition to adulthood, and delivers what young people and their communities want. This reflects the council's overall vision to create stronger and more resilient communities, with a focus on protecting the most vulnerable and putting communities in control of their neighbourhoods to shape public services and tackle local issues.

Since becoming a unitary authority in 2009, the council has taken significant strides toward achieving its vision through a forward thinking approach. This has involved enhancing local governance arrangements to facilitate closer partnership working between organisations and stronger community engagement in local decision making, activities and events.

Funding has continued to be devolved to community areas so that this can be targeted at local priorities and the campus development programme will see the launch of 18 community campuses, designed by communities and providing the services they want and need. Building community capacity through volunteering has also been a major focus and success, an example of which includes more than 300 volunteers being supported to play an active role in the delivery of library services across the county.

The council's youth service has been part of this transformational journey, driven by the development of an 11-19 commissioning strategy in September 2011 which set out the future direction of travel for integrated youth services. For youth work and activities this meant the implementation of a strengthened youth work offer which has included a greater focus on community working and protecting the most vulnerable.

For example, youth advisory groups have been launched in each community area, linked to area boards, supporting young people to plan and shape local services. Partnership working with voluntary and community sector organisations has been improved and more volunteers have been supported. There has also been a stronger emphasis on support for those in most need of help through targeted interventions, 1:1 and individual casework.

The council's aspiration is to accelerate this pace of change even further and put youth activities right at the heart of local neighbourhoods, having a positive impact on as many young people's lives as possible, helping them to connect with their communities, raise aspirations, build resilience, make positive lifestyle choices and achieve at school.

This requires an even stronger focus on community working and capacity building – a shift in culture for the council, moving from a direct provider to an enabler. By bringing young people and their communities together a unique youth offer will be available in each community area tailored to local needs. This will better reflect the modern lives of young people and increase their participation and involvement in youth activities.

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: Proposed operating model for community youth activities					
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	5	Date	06/05/2014	Reason for review (if appropriate)	Inclusion of consultation outcomes, refreshed user data and analysis of proposed operating model
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	4 MOD
				Risk score after mitigating actions have been identified	To be completed once action plan has been developed post 15 th May 2014
Section 1 – Description of what is being impact assessed					
a. Introductory note:					
Section 149 of the Equality Act 2010 sets out a general duty (referred here as the Public Sector Equality Duty or PSED) which requires the council to have due regard to the need to:					
<ul style="list-style-type: none"> - Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act, - Advance equality of opportunity between people who share a protected characteristic and those who do not. - Foster good relations between people who share a protected characteristic and those who do not. 					
The PSED 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 (younger and older), disability, gender reassignment, marital and civil partnership, pregnancy and maternity, race, religion or belief, sex (male/female), and sexual orientation (heterosexual, lesbian, gay and bisexual).

All councillors are required to consider the equality issues and impacts of the proposal as part of the decision making process and this comprehensive Equality Impact Assessment (EIA) has been completed to support this.

Following extensive public consultation, this EIA accompanies the Cabinet paper (15 May 2014) which is proposing the implementation of a new operating model for meeting the council's statutory duty to secure for young people aged 13-19¹ access to sufficient positive leisure-time activities which improve their well-being, and the provision of sufficient facilities for such activities. In doing so, this EIA supports Wiltshire Council's compliance with the council's Public Sector Equality Duty (PSED) in the decision making process

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 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.

This EIA should be read in conjunction with version 2.0 that accompanied the Cabinet paper on 21 January 2014, please see [Agenda Supplement No. 2](#)  PDF 2 MB

For the purposes of this EIA the terms 'youth activities', 'youth provision', 'youth offer' and 'youth work' are all used to describe positive leisure-time activities for young people.

b. What is being Impact Assessed:

This EIA is the 2 that has been completed as a result of a review of positive leisure time activities for young people. The focus of this EIA is to inform the proposal being made to Cabinet on the 15 May 2014 for the development of a new community-led model for open access youth service. This model is being proposed following a period of comprehensive consultation (see 1d).

For the detail about the operating model, please refer to the Cabinet report 15 May 2014 (section 5.12).

This EIA has been updated from the original (version 2.0) and now includes an equality analysis of:

- **the key outcomes from the consultation data as part of the extensive consultation period (running from 3rd February 2014 to the 14 April 2014)**
- **refreshed service data including greater geographical analysis by protected characteristic group**

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

- **the officer recommended option - community-led model of future delivery (based on the findings from the consultation)**

The review is being project managed and is overseen by an Operational Delivery Group and a Senior Officers Group together with Cabinet and Portfolio holder Councillors. For both groups, 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 Operational and Senior Officers Groups, please see Appendix 1 attached to this EIA document.

c. Background to the decision making process so far:

As a result of a review of positive leisure activities for young people and a proposal to develop a new operating model, four options for future delivery of positive leisure-time activities for young people were originally identified. These were based on prior engagement work with young people. Partners/stakeholders were invited to submit alternative models during the consultation process. The four options were:

Option 1: Develop a community led approach.

Option 2: Outsource the service.

Option 3: Encourage and support staff to form a Public Service Mutual

Option 4: Retain the current in-house service but reduce value.

Each of the options was evaluated by assessing their advantages and disadvantages, including an analysis of their equalities impact.

The 4 options with equality analysis were presented within the following committee papers:

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

The Cabinet Committee Paper (21/01/2014) included version 2.0 of the Equality Impact Assessment as well as integrating equality impacts throughout the paper.

Cabinet on the 21 January approved the officer provisional recommended option being proposed – to develop a community led approach subject to a period of formal consultation with staff, young people and other stakeholders (e.g. schools, local communities and Community Area Boards) on all 4 options listed above to inform the decision making process. The consultation methodology ensured that due consideration was given to engaging with and using the feedback from stakeholders as well as those representing protected characteristic groups as well as using a variety of communication channels for publicity. It is this information which is being used to update this version of the EIA and which will inform the Cabinet decision making process being made on the 15 May 2014

d. Background to the consultation process:

The consultation period ran from the 3rd February to the 14 April 2014.

This involved a range of:

- stakeholders (including voluntary and community sector organisations, Parish Councils and schools)
- Young people (including community based youth groups) and;
- Staff

The consultation was carried out using a variety of tools and methods (surveys, school assemblies, focus groups, engagement events, Sparksite website) and widely publicised (local papers, text messaging, Council website and local radio) to ensure that Wiltshire Council met its statutory duties under section 507B of the Education Act and section 149 of the Public Sector Equality Duty.

Targeted consultation was carried out with:

- disabled users and carers of disabled users: Children in Care Council, Wiltshire Youth Disabled Group, 3 SEN Schools, Wiltshire Parent Carer Council
- BoBs – the Chippenham LGBT Youth Group

A number of letters and emails were also received as part of the consultation process - some of these included correspondence from LGBT young people and disabled young people. The key points are referred to in section 3d of this EIA and referenced within the Cabinet report and the consultation outcomes report (attached as an appendix to the Cabinet report).

Participants were asked their opinions on the 4 options (as outlined in 1c above). This was in the form of a rating (very good, good, poor, very poor). Other qualitative feedback was also collected – for example, suggested alternative models for delivery and issues/concerns as well as positive comments

A full set of demographic data from those engaging in the consultation process via the focus groups and SNAP surveys (ethnicity, disability, age and sex) was collected.

On the 5 February 2014, following the Cabinet meeting on the 21 January a Scrutiny Task Group was established by the Children's Select Committee to provide a robust overview and scrutinising function to the proposals.

The Task Group has worked to a number of principles including 'Ensuring access to youth work and activities for all young people, including those from groups vulnerable to exclusion'. There have been 4 meetings which have received written and verbal evidence from a number of internal and external/community stakeholders and a focus group was held with 15 young people (service users and non service users). This included individuals representing the protected characteristics of disability (the council's disabled young people group), sexual orientation and gender reassignment (Lesbian Gay Bisexual and Transgender (LGBT) group) as well as looked after

children (Children in Care Council)

e. The proposed Community-led model – a summary (for more detail please see section 5.12 in the Cabinet Paper 15 May 2014)

The community-led model is an approach whereby communities will design, develop, deliver and monitor a unique youth offer in their area which is tailored to their need. They will be enabled by trained youth officers. Funding will be devolved to area boards to support this. New terms of reference will be developed for Youth Advisory Groups which will evolve into Local Youth Networks (LYN's). These will help facilitate key stakeholders including councillors, young people, voluntary and community sector groups, schools, businesses, council officers and other key partners to come together to shape and take the lead for coordination of youth work and activities in their area. Youth officers will help facilitate local provision and focus on community working and capacity building. They will also coordinate positive activities for young people with learning difficulties and disabilities (bridging projects).

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 and up to 24 years for those with a learning disability (please see section 3 for more detail about young people currently using services broken down by protected characteristic (where collected)).

For the period 1 April 2013 to 31 March 2014 the total number of named individuals that the council's youth work team came into contact with was 4687. This represents nearly 11.5% of the 13-19 population of Wiltshire (40,934)². There is a degree of under reporting as this does not count those young people who are deemed "anonymous" under the system

	1/4/13 to 31/3/14
No of individual young people 13-19	4687
Total number of visits	67,526
% of individuals working with Youth Work Team based on the Wiltshire Census 13 – 19 population	11.45
% of individual young people with a learning disability (13-24)	14.98

It is important to note that with the implementation of a community-led approach, 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

² This figure is taken from the mid-2012 (13-19 years) population estimate

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 project, 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 implementation phase of the project. A further process of consultation may be needed as with regards service users who have protected characteristic and who have a legitimate expectation of consultation on a specific closure.

The Council's Voice and Influence Team will continue to consult with young people on the development 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	Numbers Part-time (% of	Numbers Full-time (% of

		*rounded up	overall YS workforce)	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	

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:

(All service user data has been drawn from IYSS (Integrated Youth Support System)³ unless otherwise specified)

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 community⁴.

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 11.5% of 13-19 year olds are accessing council youth work provision. This equates to 4687 named individuals covering the period 1 April 2013 to 31 March 14.

Sex (Male/Female) (13-19 years)	Numbers of named individuals worked with	% Worked with (as a % of the overall totals)	Wiltshire Census mid population estimates 13-19 years 2012 (%)	Wiltshire Census mid population estimates 13-19 years 2012 (n)
Female	2131	45.47	51	20,048
Male	2556	54.53	49	20,886
Grand Totals	4687	100	100	40,934

Disability (13-19 years)	Numbers	%
Emotional behavioural difficulties	97	2.07
Long standing medical condition	18	0.38
Moderate learning difficulties	77	1.64
Other special needs	0	0.00
Physical disabilities	13	0.28
Problems with communication	26	0.55

³ A case management system for all the parts of the Integrated Youth Service that operates using a single base record for a young person and allows appropriate information sharing to safeguard young people. The system also provides reporting for all our statutory and local requirements.

⁴ <http://www2.warwick.ac.uk/fac/soc/law/chrp/projects/spendingcuts/resources/database/reportsgroups/#Children>

Severe learning difficulties	31	0.66
Specific learning difficulties	60	1.28
Aspergers syndrome	5	0.11
Autistic spectrum disorder	43	0.92
Hearing impairment	5	0.11
Mental health issues	8	0.17
Mild Learning Difficulties – Cognitive and Learning	3	0.06
Mild Learning Difficulties – Independence and Life Skills	1	0.02
Mild Learning Difficulties – Numeracy and Literacy	4	0.09
Mild Learning Difficulties – Understanding and Use of Language	5	0.11
Problems with Behaviour – ADHD	14	0.30
Problems with Behaviour – Oppositional Behaviour	8	0.17
Problems with Hand Function		
	4	0.09
Problems with Mobility	4	0.09
Problems with Social Interaction	7	0.15
Sensory impairments	4	0.09
Severe Learning Difficulties – Cognitive and Learning	7	0.15
Severe Learning Difficulties – Independence and Life Skills	5	0.11
Severe Learning Difficulties – Numeracy and Literacy	5	0.11
Severe Learning Difficulties – Understanding and Use of Language*	6	0.13
Specific Learning Difficulties – Cognitive and Learning	9	0.19
Specific Learning Difficulties – Independence and Life Skills	3	0.06
Specific Learning Difficulties – Numeracy and Literacy	7	0.15
Specific Learning Difficulties – Understanding and Use of Language	9	0.19
Grand Total	488**	10.43
Wiltshire Census 2011, 15 – 19 years residing in households whose*:	Numbers	% of the 15-19 years Wiltshire population
Day to day activities are limited	1,326	4.9

* Census 2011 data for disability and ethnicity are only available for 15 –19 years, **not** 13-19 years. This is the closest age group to 13-19yrs for which data is available and so is proxy-data.

** The actual number of named disabled young people accessing positive leisure activities is 358 and represents 7.6% of the overall named young people worked with (n = 4687). The grand total figure of 488 is higher because disabled young people may have more than one impairment and could be counted more than once in the disability figures

Ethnicity (13-19 years)	Numbers	%	Wiltshire Census 2011 15 – 19 years (n)*
Mixed/multiple ethnic group: Total	38	0.81%	604
Mixed/multiple ethnic group: White and Black Caribbean	18	0.38%	256
Mixed/multiple ethnic group: White and Black African	3	0.06%	64
Mixed/multiple ethnic group: White and	6	0.13%	184

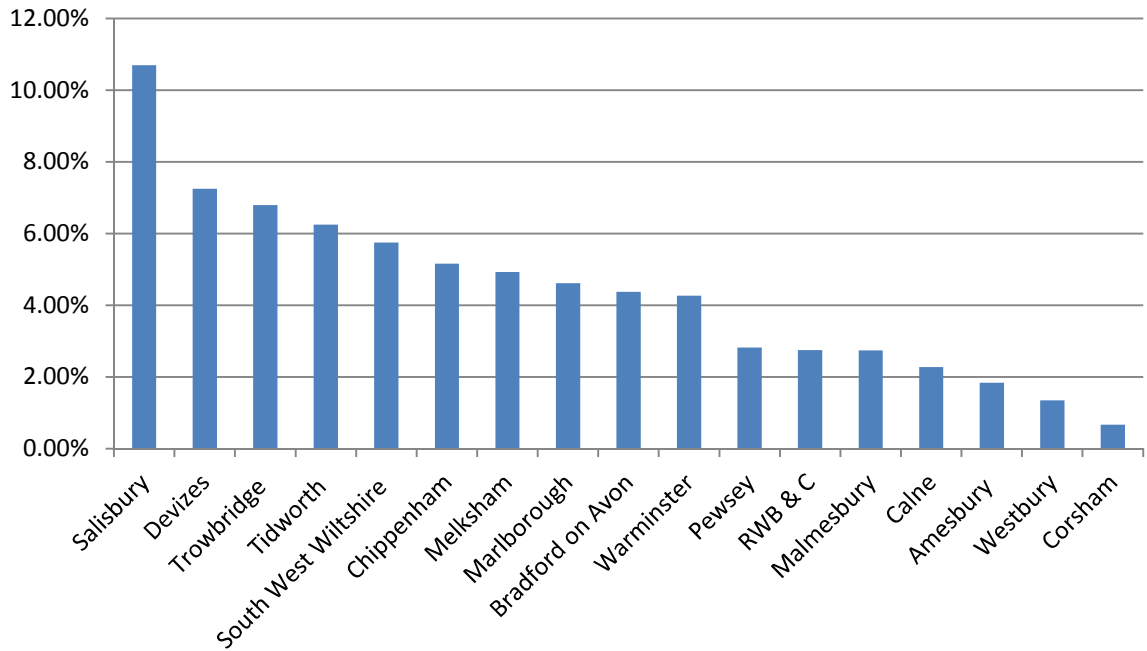
Asian			
Mixed/multiple ethnic group: Other Mixed	11	0.23%	100
Asian/Asian British: Total	17	0.36%	492
Asian/Asian British: Indian	1	0.02%	54
Asian/Asian British: Pakistani	1	0.02%	12
Asian/Asian British: Bangladeshi	12	0.26%	46
Asian/Asian British: Chinese	1	0.02%	227
Asian/Asian British: Other Asian	2	0.04%	153
Black/African/Caribbean/Black British: Total	13	0.28%	130
Black/African/Caribbean/Black British: African	6	0.13%	58
Black/African/Caribbean/Black British: Caribbean	3	0.06%	45
Black/African/Caribbean/Black British: Other Black	4	0.09%	27
Other ethnic group: Total	155	3.31%	42
Other ethnic group: Arab	0	0.00%	12
Other ethnic group: Any other ethnic group	155	3.31%	30
Total BME (total numbers and % of overall total of named individuals youth work teams are in contact with)	223	4.76%	1268
Total White (total numbers and % of overall total of named individuals youth work teams are in contact with)	4445	94.84%	27,929
White: English/Welsh/Scottish/Northern Irish/British	4397	93.81%	27,286
White: Irish	6	0.13%	63
White: Gypsy or Irish Traveller	3	0.06%	59
White: Other White	39	0.83%	521
Prefer not to say/not known	19	0.41%	N/A
Grand Total	4687	N/A	29,197

A. Service user data by geographical location and protected characteristic

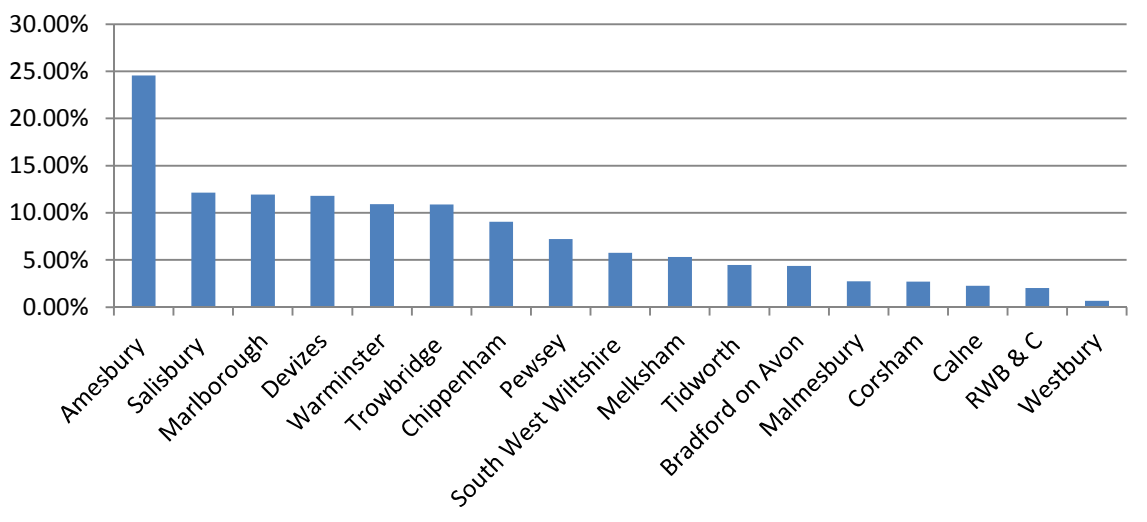
Youth Work Team Delivery Area user data by Community Area Board area												
Community Area Board area	BME Total (n)	BME* %	BME Census 2011 15-19* (n)	Disability Total (n)	Disability * %	Disability Census 2011 15-19* (n)	Female (n)	Female %	Female mid-pop 2012 estimates** (n)	Male (n)	Male %	Male mid-pop 2012 estimates** (n)
Amesbury (including Durrington)	3	1.84%	87	40	24.54%	107	75	46.01%	1288	88	53.99%	1578
Bradford on Avon	8	4.37%	34	8	4.37%	48	73	39.89%	669	110	60.11%	699
Calne	5	2.27%	81	5	2.27%	60	103	46.82%	1231	117	53.18%	1062
Chippenham	16	5.16%	116	28	9.03%	151	93	30.00%	2048	217	70.00%	2131
Corsham	1	0.67%	69	4	2.68%	77	67	44.97%	814	82	55.03%	916
Devizes	35	7.25%	47	57	11.80%	80	224	46.38%	1432	259	53.62%	1490
Walsley	8	2.74%	32	8	2.74%	46	112	38.36%	726	180	61.64%	788
Marlborough	12	4.62%	48	31	11.92%	49	117	45.00%	979	143	55.00%	1168
Melksham	13	4.92%	55	14	5.30%	79	128	48.48%	1231	136	51.52%	1266
Rewsey	9	2.82%	45	23	7.21%	33	157	49.22%	511	162	50.78%	542
Salisbury (Grosvenor and YDC)	37	10.69%	160	42	12.14%	129	124	35.84%	1670	222	64.16%	1685
South West Wiltshire (including Mere, Wilton, Tisbury)	18	5.75%	46	18	5.75%	66	156	49.84%	916	157	50.16%	748
Tidworth (Ludgershall)	7	6.25%	38	5	4.46%	28	60	53.57%	645	52	46.43%	1015
Trowbridge (Court Mills)	25	6.79%	68	40	10.87%	113	171	46.47%	1820	197	53.53%	1854
Warminster	9	4.27%	89	23	10.90%	51	84	39.81%	1018	127	60.19%	1021
Westbury	2	1.35%	95	1	0.68%	41	93	62.84%	893	55	37.16%	796
Royal Wootton Bassett & Cricklade (including Purton)	15	2.75%	68	11	2.01%	78	294	53.85%	1247	252	46.15%	1258
Total Unique Young People	223	4.76%	1268	358	7.64%	1326	2131	45.47%	20048	2556	54.53%	20886

* Census 2011 data for disability and ethnicity are only available for 15 –19 years, **not** 13-19 years. This is the closest age group to 13-19yrs for which data is available and so is proxy-data.

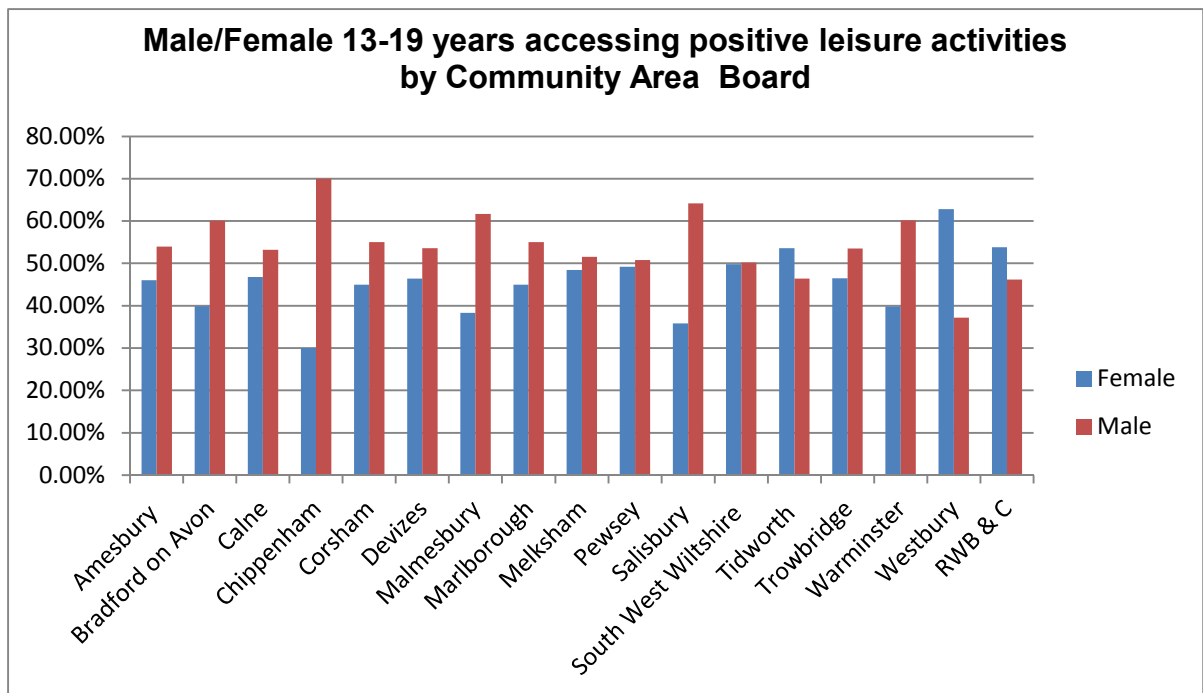
BME 13-19 years accessing positive leisure activities by Community Area Board



Disability 13-19* years accessing positive leisure activities by Community Area Board



* up to 24 years for people with a learning disability



B. Youth Groups

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

There are 4 LGB & T Young People's Groups in Wiltshire:

- Bob's Chippenham – 17 young people (4 males, 13 female including 1 female BME)
- GoG's Trowbridge – 12 young people (6 male, 6 female and 1 BME young person)
- Pod's Devizes – 5 young people (2 males, 1 trans, 2 female)
- Salisbury LGBT group – (1 male, 1 trans and 2 female)

Although the scope of the review does not directly include the LGBT youth groups, the reduction in youth service staff who currently support the LGBT youth groups may indirectly impact them if the new community led model is implemented. There are implications also in terms of the wider estate rationalisation programme

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

- 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 estate rationalisation programme):

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

C. Consultation/Engagement data:

The consultation period which ran from 3rd February to the 14th April has collected a wealth of information from a wide range of stakeholders and through various channels. 5854 individuals took part:

- 23 face to face focus groups were held with young people as well as 3 secondary school assemblies. 557 young people participated in the focus groups with 21% of those taking part being disabled young people and 3.4% being young people from a BME background.
- Specific consultation took place with disabled young people, children in care, young carers, those not in education, employment or training, and young people who are lesbian, gay, bisexual and transgender. A county wide consultation event for Youth Advisory Groups was also held on 19th February
- A staff consultation ran for four weeks from 31st January to 28th February 2014. During this period 95 staff attended one of three collective consultation events held in Chippenham, Trowbridge and Salisbury. Over 40 e-mails and written communications were received. 22 employees (mainly team leaders and youth development coordinators) met directly with the Head of Service for Early Intervention, Youth and Prevention on 19th February 2014 to feedback their views and comments
- 1760 survey responses were received from young people across the county mainly aged 11-19 with 4.6% respondents declaring a disability and nearly 8% from a BME background
- Presentations were given at open public meetings of Wiltshire's 18 Community Area Boards
- An engagement event was held for the voluntary and community sector involving 10 organisations
- On 28th January 2014 the Children's Select Committee established a task group to scrutinise proposals and respond to the consultation
- Representing nearly 1,000 parents/carers, three consultation events were facilitated by the Wiltshire Parent Carer Council (WPCC) with parents/carers of young people with learning difficulties and disabilities across the county
- Angus Macpherson submitted a response to the consultation dated 14th April from the Office of the Police and Crime Commissioner.

Overall analysis:

A breakdown in demographics of respondents to the SNAP Survey and attendees at the 23 Focus Groups compared with those using the service and Census 2011 and Census 2012 mid population data shows very little variation (i.e. the responses received by the protected characteristic groups of sex, disability and ethnicity are nearly in line, if not exceeding (disability and ethnicity) with those accessing the service and mid-population estimates). This indicates that the survey and focus groups reached and heard from a representative sample of young people:

Protected characteristic	% respondents	% accessing service	Census 2011 data and 2012 mid-population estimates *

Males	53.2	54.3	49
Females	46.74	45.47	51
Disability	8.5	7.64	4.9
BME	6.9	4.76	4.34
White	93	94.84	95.65

* 2012 Census mid-population estimates for males/females is for the 13-19 year age range. For Disability and BME the Census 2012 provides data for the 15-19 year age range only. This is the closest age group to 13-19yrs for which data is available and so is proxy-data

The community-led option (Option 1) was supported across a range of stakeholders and the majority of young people (47.7%) who responded to the SNAP survey were in favour of this approach, including those from protected characteristic groups (see comment below re: [disabled young people's feedback](#) where targeted focus group work indicated support for Option 1 but the SNAP survey indicated this option as a 2nd preference and the [LGBT Focus group](#) which favoured Option 4 – the in-house model)

Breakdown of SNAP respondents' preferences to options via protected characteristic group (preferred option in bold)				
	Option 1	Option 2	Option 3	Option 4
Disabled	32%	14%	19%	36%
BME	41%	14%	20%	25%
Male	49%	11%	15%	24%
Female	47%	14%	15%	24%

When consulting about the options, we also took the opportunity to ask young people what they like to access in their area to update our intelligence on young people's needs. A question was asked in the survey and focus groups, 'What activities would you like to have in your area?' The responses indicated that clubs and groups for protected characteristic groups come up as a high need from young people in the focus groups and still ranked 9 (disabled young people's group) and 10 (LGBT group) out of 14 in the survey. It should also be noted that the need for a Young Carers Group also ranked a significant 8 in the focus group work whereas faith or church based groups elicited a small response - none in the focus group and ranking 14 in the survey with 3.9% of the overall response to this question

Question: 'What activities would you like to have in your area?'	Survey		Focus Group	
	Responses	Ranking	Responses	Ranking
Disabled young people's group e.g. barnardos.	157	9	72	6
Lesbian, gay, bisexual or transgender youth groups e.g. GoGs or BoBs	144	10	113	4

Specific messages from lesbian, gay, bisexual and transgender (LGBT) young people are included below in addition to those highlighted in the key messages above.

The second part of the focus groups and SNAP survey asked young people about their priorities and what they felt the council should be prioritising when making the changes to youth activities. An equality analysis of the responses to Questions 10a-i 'When we plan these changes what do you think should be our top two priorities (tick your top 2)' showed very little difference between disabled and BME young people and young people in general

Key messages from staff consultation:

There were no specific issues around protected characteristic groups raised apart from the continued importance of the Bridging Projects scheme. Staff had a range of options to engage with the consultation to ensure equality of access to the process. A total of 95 took part in the collective consultation process. This represents 66% of the overall workforce. In addition there were also over 40 emails received and 22 staff met with the Head of Service. Staff felt that the only viable options were the Community Led model (Option 1) and the reducing the service model (Option 4) given the timescales and financial savings needing to be made.

Key messages from targeted consultation with LGBT Youth Groups:

A focus group was held with the BoBs LGB & T Group in Chippenham on 17th February 2014. A total of 8 took part. The new delivery model Options 1 – 3 scored 'very poor' with 5 of the 8 participants stating that keeping the service in-house was a 'good' option. This may be because there seems to be a high value from this group on having 'A place to go and hang out that is warm and has someone there to give support. Somewhere to meet up without a pressured time limit.' (comments received back as part of the focus group). Other key messages were:

- LGBT young people want to have access to an LGBT youth group within their area
- LGBT young people want somewhere to go to talk and not feel pressured, particularly time pressured

Key, specific messages from disabled young people around equality of provision:

A focus group was held with Wiltshire Youth Disabled Group on the 18th February 2014 with 6 participants. Unlike the LGBT Youth Groups, 5 of the participants voted for the new delivery model Option 1 – developing a community-led approach with 1 person voting for keeping the service in-house. However, it must be noted that Option 4 (keeping the service in-house) received the highest preference from disabled young people in the SNAP Survey followed by a close 32% for Option 1.

Other key messages were that they also felt that support and activities should be targeted at young people most in need of support

Other comments received:

- Campuses could be big / overcrowded / noisy and disabled young people could be fearful of entering a building where they do not know everyone
- Change is not good for disabled young people, especially autistic young people - things have to be done gradually

- Disabled young people need somewhere to go where they feel safe
- Swimming was an activity of particular importance to disabled young people

Key messages from Wiltshire Parent Carer Council around equality of provision:

- Overall bridging projects are highly valued particularly as they bring young people with learning difficulties and disabilities together with mainstream young people in safe, supportive and secure environments. Provision; however is 'hit and miss' in some areas.
- The community-led option is favoured by parents and carers who took part in the consultation events but bridging projects should continue in those areas where they are working i.e. Devizes and Salisbury.
- The voice of young people with learning difficulties and disabilities and their parents and carers must be considered as part of any future operating model to ensure needs are met. WPCCC should be involved in the design, development and review of any new service.
- Specific funding for bridging projects should be allocated and ring-fenced for this purpose.
- Youth work and activities which promote independence, local friendships and trying out new and varied opportunities is important as well as 1:1 support.
- To meet the needs of young people with learning difficulties and disabilities, provision must be local, easily accessible, inclusive, safe, structured and provided regularly by trained and experienced staff. The needs of those with personal care requirements, severely challenging behaviour and medication needs should also be provided for.
- Sessions need to give parents/carers enough time to do other things (2 hours minimum).

Key messages from looked after young people::

- Looked after young people think there will be a rise in anti social behaviour if youth clubs close
- Looked after young people highlighted the real importance of having somewhere to go that you feel comfortable and isn't full of staff and young people that you feel look down on you

General key messages derived from the consultation

There were many respondents across all stakeholder groups who stressed the importance of continuing to provide services and support for vulnerable young people, particularly those with learning difficulties and disabilities. The value of bridging projects were highlighted, however some parents/carers of young people with learning difficulties and disabilities felt this provision could be more consistent across the county and improved further. A number of letters were also received from disabled young people and LGB&T people stressing the importance of the personal support received via the current youth service offer. The importance of trained/knowledgeable staff that know how to work with young people was particularly highlighted by disabled young people and LGB&T young people

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

The proposed new operating model being recommended to Cabinet on the 15th May for implementation is the Community-led model (described in section 1 above). The community-led option was broadly supported across a range of stakeholders, including those from particular characteristic groups although please note the comment made above re: the [disabled young people's](#) focus group and [LGBT focus group](#)

Equality Analysis of Community-led model:

- a. Community area boards are an executive arm of the council and would need to comply with the Public Sector Equality Duty (PSED).
- b. There would be significant human resources impacts in this proposal regarding the numbers of existing youth work team staff affected by redundancy. 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. There is also a higher percentage of BME staff in the existing youth work team than the Council's average (see point k)
- c. There would need to be clear monitoring arrangements in place to ensure that the PSED is being met; any guidance to area boards and quality assurance framework would need to integrate equalities performance outcomes/criteria and these would need to be built into any review process. This will support Area Boards, LYNs and staff in the design of local services which meet the needs of all young people in their area. This would also demonstrate what funding is being allocated to the range of opportunities being offered, take up and satisfaction of provision and evidence the involvement and engagement of young people in the development of positive leisure-time activities by protected characteristic groups for example.
- d. Data broken down by Community Area Board level and by the protected characteristic groups of age, sex (male/female), ethnicity and disability needs to be made readily available and updated regularly to support Area Board members, LYNs and staff in the design of local youth provision to meet local need, particularly to those most vulnerable. Other locally held data, not collected on IYSS (for example, those accessing LGB & T provision) would also need to be made available to Area Boards, LYNs and staff in designing and supporting local open access youth provision. This data will need to be translated into specific provision which is in turn monitored so that identified needs are acted upon.
- e. 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 all Community Area Board members and LYNs to deliver this model, in particular their understanding around the consistency and practical application of the PSED to ensure equality of access and inclusion. A training needs analysis of Community Area Board members and LYNs will need to be undertaken as part of the implementation process. This is necessary for the Council to ensure that it meets its

statutory obligations under the Public Sector Equality Duty.

- f. The voice of young people with learning difficulties and disabilities, their parents and carers and the voice of LGB & T young people must be considered as part of any future operating model to ensure needs are met. Particularly related to this is the identification and development of suitable facilities for youth activities (including campuses) as part of the proposed new operating model. Continued involvement by all young people, especially those from protected characteristic groups needs to be maintained as suitable facilities are identified/developed.
- g. Although the scope of the review does not directly include the LGBT youth groups, the reduction in integrated youth service staff who currently support the LGBT youth groups may indirectly impact them if the new community led model is implemented. There are implications also in terms of the wider estate rationalisation programme (see point n).
- h. 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.
- i. Comparing the current take up by disabled and BME young people with the Census 2011 15-19 years data by Community Area Board area suggests that more could be done to increase take-up of locally designed open access youth work and activities; a new operating model provides good opportunities to address this and therefore could potentially advance equality of opportunity and improve outcomes and life chances for these protected characteristic groups
- j. Equality considerations would have to be continued to be built into any implementation phase as the review of positive leisure-time activities project moves forward. The equality analysis will need to be updated at appropriate points during the implementation

Other analysis:

- k. 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%). This needs to be monitored during any redeployment/redundancy work as part of the implementation of the new model
- l. The SNAP survey and focus groups reached and heard from a representative sample of young people. However, responses indicated that clubs and groups for protected characteristic groups come up as a high need from young people in the focus groups and still ranked 9 (disabled young people’s group) and 10 (LGBT group) out of 14 in the survey. It should also be noted that the need for a Young Carers Group also ranked a significant 8 in the focus group work. This feedback needs to be considered

as part of the implementation phase.

- m. There are higher percentages than the overall average of BME young people and disabled young people accessing current services in the Salisbury, Devizes, Trowbridge, and Chippenham Community Area Board areas. It should be noted that the Amesbury Community Area Board area has a significantly higher than average percentage of disabled people accessing the current youth service provision in that area (24.54% as opposed to the overall figure of 7.64%). The implementation and operating principles of the community-led model needs to build in the importance of using local disaggregated data and monitoring take-up of service to ensure equality of access and needs are met (see point d. above)
- n. There needs to be a greater understanding of the impact of the councils estate rationalisation programme as part of this project on particular youth groups and that resources are secured to continue initiatives such as the Bridging Project and the continuation of the LGBT Youth Groups. This is particularly important given the level of feedback received from staff, disabled young people and the Wiltshire Parent Carer Council as part of the recent consultation process.

***Section 5 – How will this Impact Assessment be monitored and reviewed?**

The Impact Assessment will be reviewed at regular intervals during the implementation phase and will be a stand-alone rolling agenda item at all appropriate meetings.

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

The Equality Impact Assessment document is a working document which will be added/amended to at various stages of the implementation phase of the 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.

An action plan detailing equality issues and actions to mitigate will be developed as part of the implementation process

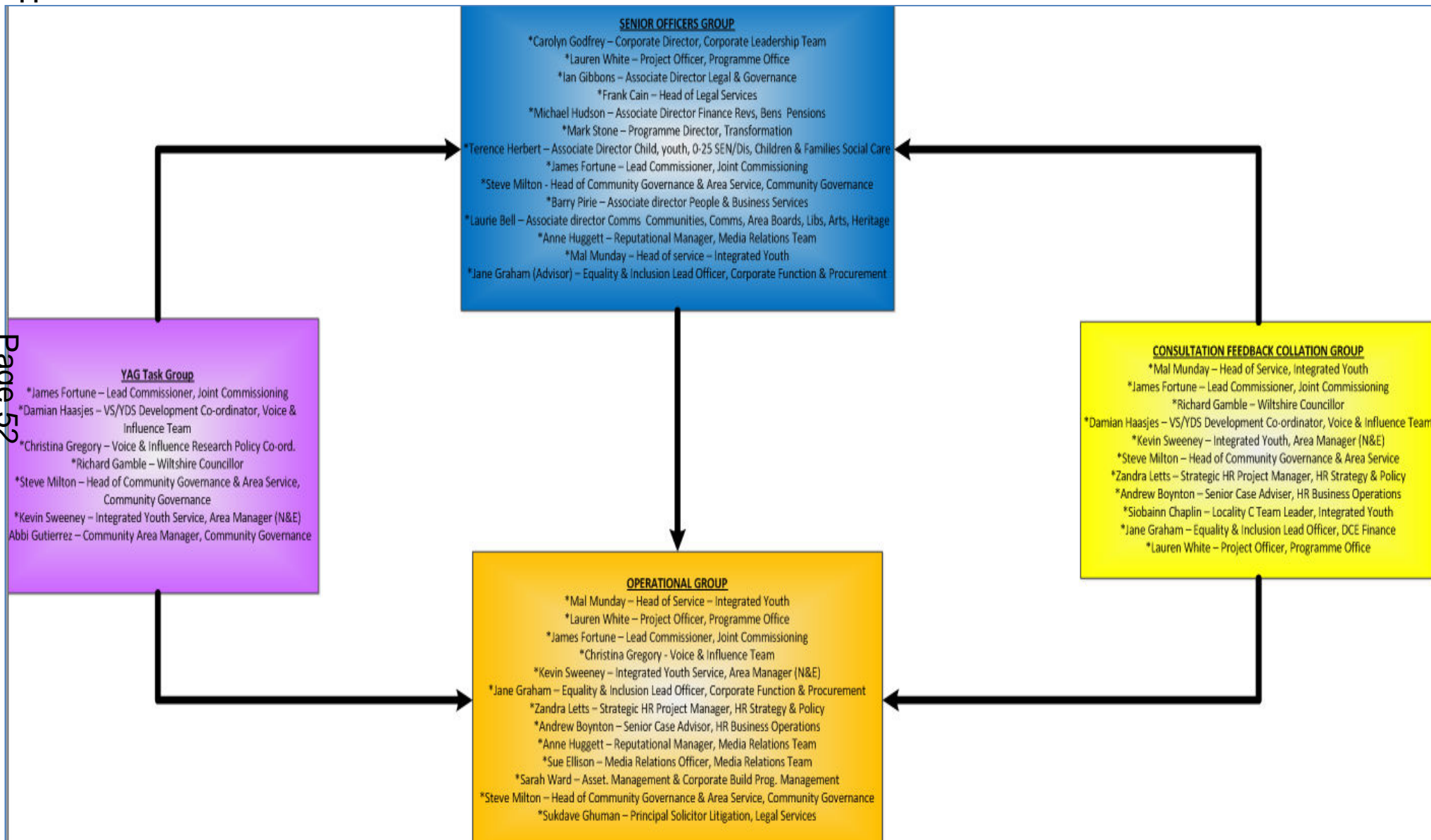
***Copy and paste sections 4 & 5 into any Committee, CLT or Briefing papers as a way of summarising the equality impacts where indicated**

Completed by:	Jane Graham, James Fortune, Christina Gregory, Kevin Sweeney, Steve Milton, Sukdave Ghuman, Andrew Boynton, Zandra Letts
Date	06/05/2014
Senior Manager and Councillor sign off:	Terence Herbert – Associate Director Councillor Allison Bucknell - Portfolio Holder for Staffing Equalities, Customer Care and Systems

	Thinking
Date	06/05/2014
Compliance sign off	Frank Cain, Head of Legal Services & Deputy Monitoring Officer
Date	06/05/2014
To be reviewed by: (officer names)	Jane Graham, James Fortune, Christina Gregory, Kevin Sweeney, Steve Milton, Sukdave Ghuman, Andrew Boynton, Zandra Letts
Review date:	Timescales to be confirmed as part of the Implementation phase
Published on internet date:	

Appendix 1

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Consultation outcomes report – review of positive leisure-time activities for young people

May 2014

1. Introduction

This is the report from the public consultation on the future of youth work and activities.

For the purposes of this report the terms ‘youth activities’, ‘youth provision’, ‘youth offer’ and ‘youth work’ are all used to describe positive leisure-time activities for young people.

Wiltshire Council launched a 10-week public consultation exercise on the future of youth work and activities which ran from 3 February 2014 until 14 April 2014.

The public consultation related to a proposal to develop an operating model which would better reflect the needs of young people, and give local communities a greater influence over future provision.

The consultation sought opinion from schools, young people, staff, voluntary and community sector organisations, parents and local communities.

The consultation asked stakeholders for their opinion on four possible options for the future delivery of youth work and activities but also provided the opportunity for them to present alternative options for future provision.

We used feedback from young people that we had canvassed over the last 2 years in order to shape and inform the following 4 possible options:

1. Retain the current in-house service but reduce the value – a number of options would be considered to make the required savings and deliver a service that meets the needs of young people in local community areas.
2. Outsource the service – this option would involve developing a new service specification for the provision of positive leisure-time activities; shaped by key stakeholders, including young people based on the resources available.
3. Encourage and support staff to form a Public Service Mutual (PSM) - a mutual can deliver a public service involving a high degree of employee control. It can operate for profit, not for profit, charity, social enterprise and community interest company.
4. Develop a community-led approach – this would empower communities via community area boards, with funding from the council, to develop and make available positive leisure-time youth activities within their local area.

2. Summary

2.1. Key consultation activities

A broad range of consultation has been undertaken throughout Wiltshire with a range of stakeholders using a variety of tools and methods:

- 23 face to face focus groups were held with young people as well as 3 secondary school assemblies. 557 young people participated in the focus groups.
- Specific focus groups took place with disabled young people; looked after children and young people; young carers; those not in education, employment or training; and young people who are lesbian, gay, bisexual and transgender.
- A county wide consultation event for Youth Advisory Groups was held on 19 February.
- Young people formally presented their views at 6 Community Area Boards.
- 1760 survey responses were received from young people across the county mainly aged 11-19.
- 5 petitions with a combined total of 3451 signatories opposing proposals to change youth services were received by the council: -
 - Corsham petition– handed to Laura Mayes at the Corsham Area Board meeting on 20 March at Corsham Town Council.
 - Pewsey Petition – handed to Richard Gamble at the Pewsey Area Board on 10 March at Burbage Village Hall.
 - Malmesbury petition – presented to Laura Mayes and Richard Gamble at the area board on March 5 and then formally brought with additional names and presented with additional signatures by Simon Killane and members of Malmesbury YAG outside county hall on 31 March to Richard Gamble and Laura Mayes.
 - www.change.org petition (Bass Connections) - A petition with 2,522 signatories presented at Full Council on 25 February by Mr Chris Baker.
 - Trowbridge and Bradford on Avon petition– received by post on 7 April
- A staff consultation ran for four weeks from 31 January to 28 February 2014. During this period 95 staff attended one of three collective consultation events held in Chippenham, Trowbridge and Salisbury. Over 40 e-mails and written communications were received. 22 employees (mainly team leaders and youth development coordinators) met directly with the Head of Service for Early Intervention, Youth and Prevention on 19 February 2014 to feedback their views and comments. A summary of the staff consultation can be found as appendix 1
- Presentations about the proposed changes to youth work and activities were given at Wiltshire's 18 Community Area Boards led by Cabinet members and the Council's Corporate Leadership Team. These enabled members of the public to express their views and ask questions of elected members and senior council officers.

- A total of 25 voluntary and community sector organisations and bodies responded to the consultation. 10 organisations took part in an engagement event held in Devizes. This included two bodies charged with representing the sector (The Wiltshire Compact and Wiltshire Children and Families Voluntary Sector Forum). 7 responses were received to an online VCS survey on the proposals as well as comments via 8 e-mails.
- On 28 January 2014 the Children's Select Committee established a task group to scrutinise proposals and respond to the consultation. The group met on six occasions and received written and verbal evidence from a range of witnesses as well as undertaking considerable evidence gathering. A report outlining the group's methodology, findings and recommendations was published on 17 April 2014.
- Representing nearly 1,000 parents/carers, three consultation events were facilitated by the Wiltshire Parent Carer Council (WPCC) with parents/carers of young people with learning difficulties and disabilities. These took place in the month of March in Trowbridge, Chippenham and Salisbury. A total of 18 parents and carers attended to give their views. The WPCC also received written comments from parents who were not able to attend the consultations. Key findings and recommendations are set out in the report as Appendix 2.
- Angus Macpherson submitted a response to the consultation dated 14 April on behalf of Wiltshire Police, from the Office of the Police and Crime Commissioner. A copy of this report can be found as Appendix 3.
- 200 Members of the public also expressed their views through Budget Participatory events that took place at County Hall on Monday 10 February. The budget events are there to provide an opportunity for members of the public to have their say on the council's budget. Throughout the day young people attended these events to express their concerns about the changes to youth work and activities.
- 12 formal responses were received from local Town and Parish Councils.
- 37 direct communications, such as letters and emails delivered to elected members, senior officers or the voice and influence email box.
- Protest groups on social media (such as Facebook and Twitter) were also initiated; some of these include:
 - A 'Friends of Wiltshire Youth Services' campaign to keep and protect a viable youth service for Wiltshire and in particular Salisbury. This included a 'Dirty protest' live-music event which took place on 8 March at Salisbury Arts Centre for young people.
 - 'Save Wiltshire Council Youth Centres' campaign involving 433 members.

The council received over 2400 individual responses to the consultation and about 2300 of these were young people; these are all set out below. In addition to this, 3451 members of the public supported petitions in opposition to the proposals. All the feedback provided a valuable insight into the views of Wiltshire's communities about youth work and activities and the key messages moving forward. Through analysis of the views of respondents across a range of stakeholders a number of important findings have been identified. Feedback includes:

- Young people and their communities should be supported to have a greater influence over youth services and activities in their area, with a stronger emphasis on community working.
- Young people want access to a wide range of activities and places to go, with sport and leisure being a high priority.
- Safeguarding and support for vulnerable young people is important, particularly for those with learning difficulties and disabilities and those at risk.
- Young people value having local access to trained and trusted adults they can talk to.
- The voluntary and community sector should play a greater role in the provision of positive activities, with support from the council and better coordination of local provision.
- Youth work is highly valued, and is an example of early intervention & prevention and makes a positive difference to young people's lives.
- Existing users of the current service and some members of the public were of the view that youth work should be retained, with no change.
- The youth offer should be promoted more effectively to reach more young people.

The community-led option was favoured across a range of stakeholders including the majority of young people who responded to a SNAP survey (47.7%) as well as the voluntary and community sector.

During the consultation a number of alternative options were proposed. Many of these suggested a 'middle' way, mainly by combining the 'keep the service in-house' and 'community-led' options, with a mixed economy of providers, and the council focusing resource on those who are most vulnerable and disadvantaged.

2.2. Young people's key messages

To allow Cabinet to consider and meet the council's statutory duty to secure for young people aged 13-19 access to sufficient positive leisure-time activities which improve their well-being, and the provision of sufficient facilities for such activities the key messages from young people included:

- Sports and leisure activities are the activities that young people use most and want to retain in their local areas
- Arts based activities come out strongly in terms of activities that young people want to see more of – theatre, music and dance
- Existing users of council youth work do not want to lose the current service and young people still want a youth club in their local area
- Young people want a say in how money is spent in their local area
- Young people want a wide range of activities available in their local area

- Young people want activities that are easy to get to / good transport links
- Face to face support from staff is important for young people's emotional wellbeing
- A community led option was preferred by the majority of young people that were involved in both the focus groups and canvassed through the SNAP survey.
- Young people stress that youth workers are more important than buildings
- The importance of trained / knowledgeable staff that know how to work with young people (this was particularly highlighted by disabled young people and lesbian, gay, bisexual and transgender young people)
- Young people think that anti-social behaviour will increase with all of the options and so there will not be a saving as more will need to be spent on policing

Specific messages from disabled young people are included below in addition to those highlighted in the key messages above:

- Campuses could be big / overcrowded / noisy and disabled young people could be fearful of entering a building where they do not know everyone
- Change is not good for disabled young people, especially autistic young people - things have to be done gradually
- Disabled young people need somewhere to go where they feel safe
- Swimming was an activity of particular importance to disabled young people

Specific messages from looked after young people are included below in addition to those highlighted in the key messages above:

- Looked after young people think there will be a rise in anti social behaviour if youth clubs close
- Looked after young people highlighted the real importance of having somewhere to go that you feel comfortable and isn't full of staff and young people that you feel look down on you

Specific messages from lesbian, gay, bisexual and transgender (LGBT) young people are included below in addition to those highlighted in the key messages above:

- LGBT young people want to have access to an LGBT youth group within their area
- LGBT young people want somewhere to go to talk and not feel pressured, particularly time pressured

A summary table of the key messages from the perspectives of young people and adults is set out at the end of this report.

3. Consultation process

The consultation was facilitated and managed by the Wiltshire Council Voice and Influence Team.

Consultation was undertaken through focus group work, school assemblies, community area boards and various engagement events. The consultation was widely publicised using various media channels such as local newspapers, the Wiltshire Council website, local radio and various social media sites.

Specific consultation took place with disabled young people; looked after children and young people; young carers; those not in education, employment or training; and young people who are lesbian, gay, bisexual and transgender. Under the Public Sector Equality Duties we have given due regard to the need to advance equality of opportunity and foster good relationships between different groups of young people. A breakdown in demographics of respondents to the SNAP Survey and attendees at the 23 Focus Groups compared with those using the service and Census 2011 and Census 2012 mid population data shows very little variation (i.e. the responses received by the protected characteristic groups of sex, disability and ethnicity are nearly in line, if not exceeding (disability and ethnicity) with those accessing the service and mid-population estimates). This indicates that the survey and focus groups reached and heard from a representative sample of young people.

Consultation activities were held across the county at various times, including evenings, to ensure young people and others had the opportunity to have their voices heard.

At all of the consultation events young people and other stakeholders were given the time and space to openly discuss their views and ask questions. The proposed changes and options for the future of youth work and activities were thoroughly discussed and explained at all events. Powerpoint presentations were used at the engagement events that highlighted the key points of the consultation in order that the participants could make an informed choice.

The consultation events provided an opportunity to find out from stakeholders what youth work and activities they particularly value in their local area by exploring what is currently well used, what they attend personally and what they would like to see more of. All of this information is important to understand in order to ensure that any future youth work and activities meet the needs of modern day young people and is providing the best value going forward.

In addition to the consultation events an electronic SNAP survey was also used throughout the consultation period to canvass young people's views on the proposed changes and ensure that any previous information we had from other canvassing over the last 2 years was up to date. The SNAP survey was hosted on www.sparksite.co.uk (Wiltshire's website for young people) where there was also more detailed information for young people to read about the review. The SNAP survey contained both open and closed questions in order to provide qualitative (narrative responses) and quantitative information during the consultation process.

20,000 text messages promoting the consultation were sent out on 7 March to young people that had voted in this year's Wiltshire Assembly of Youth elections.

Every secondary school in Wiltshire was contacted by a member of the Voice and Influence team and given the opportunity to have a focus group or assembly at their school.

A voluntary and community sector engagement event was held on 12 March that invited voluntary and community sector organisations from across Wiltshire to come together and give their views on the review. Furthermore 3 focus groups covering key areas of the county were facilitated for representatives from Wiltshire Parent Carer Council.

Voluntary sector organisations were also encouraged to fill in paper based surveys that were promoted on www.sparksite.co.uk. The surveys had 3 open ended questions where VCS organisations were asked about their views on the proposed changes to youth work and activities.

All stakeholders were also given the opportunity to submit their views by emailing the voice and influence team directly (voiceandinfluenceteam@wiltshire.gov.uk); this was promoted on all of the media steams and presentations.

Some stakeholders sent in or handed over personal letters or petitions to officers, local councillors or cabinet members. All of these comments were fed into the consultation process.

During the consultation, a range of questions were raised by members of the public, particularly young people. In response, the Council provided answers to a set of Frequently Asked Questions. These were published on Sparksite toward the end of the consultation period.

The collation and analysis of all the information and results has been undertaken by the Voice and Influence Team.

4. Management information

4.1. Young people's focus groups

Focus groups – total participants: 557														
Gender		Age						Disability	Ethnicity					
Male	Female	10	11-12	13-14	15-16	17-18	19 and over	No. of young people in the group that consider themselves disabled	White	Mixed Heritage e.g. White and Asian	Asian or Asian British	Black or Black British	Other – please specify	Not known
223	334	8	46	302	126	55	20	116	535	2	11	4	2	4

The following groups all participated in focus groups that were facilitated by the Voice and Influence Team throughout the consultation period:

- Countywide forums / events
 - Children in care council
 - Young Commissioners
 - Wiltshire Youth Disabled Group
 - Lesbian, Gay, Bisexual and Transgender group
 - Wiltshire Assembly of Youth
 - Youth Advisory Groups (YAGs) countywide

- Schools
 - Corsham School
 - Melksham Oak School
 - Trafalgar School, Downton
 - Wyvern college, Salisbury
 - Hardenhuish School, Chippenham
 - Lavington School, Devizes
 - South wilts girls school, Salisbury
 - Avon valley college, Durrington
 - St Edmonds girls school, Salisbury

- Special schools
 - St Nicholas school, Chippenham
 - Rowdeford school, Devizes
 - Fairfield Farm, Westbury

- Community based youth voice groups
 - Malmesbury YAG
 - Salisbury YAG
 - Chippenham children's parliament

- Voluntary and community sector groups
 - National Citizenship Service
 - Community First – Resilience Group

4.2. SNAP Survey

SNAP survey – total participants: 1760												
Gender		Age					Disability	Ethnicity				
Male	Female	11-13	14-16	17-18	19 - 25	Under 11 or over 25	No. of young people in the group that consider themselves disabled	White	Mixed Heritage e.g. White and Asian	Asian or Asian British	Black or Black British	Other
1010	749	726	800	91	25	117	81	1620	31	32	23	54

SNAP Survey: Community Area		
<i>Please note - this is estimated based on the postcodes that young people gave</i>		
	Number	%
Amesbury Community Area	180	10.2%
Bradford on Avon Community Area	145	8.2%
Calne Community Area	104	5.9%
Chippenham Community Area	367	20.9%
Corsham Community Area	29	1.6%
Devizes Community Area	40	2.3%
Malmesbury Community Area	34	1.9%
Marlborough Community Area	14	0.8%
Melksham Community Area	37	2.1%
Pewsey Community Area	18	1.0%
Salisbury Community Area	203	11.5%
Southern Wiltshire Community Area	41	2.3%
Tidworth Community Area	116	6.6%
Trowbridge Community Area	126	7.2%
Unknown/Out of county	201	11.4%
Warminster Community Area	8	0.5%
Westbury Community Area	51	2.9%
Wootton Bassett Community Area	46	2.6%
Total	1760	100%

4.3. Assemblies

Every secondary school in Wiltshire was contacted by a member of the Voice and Influence Team and given the opportunity to have a focus group or assembly at their school.

Assemblies were conducted by the Voice and Influence Team at the following schools and students were encouraged to complete the survey:

- Abbeyfield School, Chippenham
- Bishops Wordworth, Salisbury
- Stonehenge School, Amesbury

4.4. Community Area Boards

6 groups of young people presented at their local area boards and their presentations and discussions were fed into the consultation process:

- Bradford on Avon Area Board
- Malmesbury Area Board
- Royal Wootton Bassett and Cricklade Area Board
- Salisbury Area Board
- South West Wiltshire Area Board
- Southern Wiltshire Area Board

4.5. Voluntary and community sector organisations

An engagement event was held for the voluntary and community sector – 10 organisations took part, 2 of which were bodies charged with representing the sector (Wiltshire Compact and Wiltshire Children and Families Voluntary Sector Forum). 7 responses were received to an online voluntary and community sector survey on the proposals as well as comment via 8 emails. For the purposes of this report parish/town councils are included in this section.

The following organisations / bodies responded to the consultation either by email or submitted the voluntary and community sector survey:

- Army Welfare
- Cricklade Rugby Club
- Pewsey campus operational board
- Aldbourne Community Junction
- Valley News
- Splitz
- Wilton Church
- Broughton Gifford Church
- Salisbury Multi Agency Forum
- Salisbury Diocese
- Wiltshire Scrap Store
- Green Square
- Corsham Primary School
- Splash
- Youth Action Wiltshire
- Broughton Gifford & Holt Youth work Project
- Trowbridge Town Council
- Grafton Parish Council
- Mere Parish Council
- Pewsey Parish Council
- Wilton Town Council
- Upper Deverills Parish Council
- Downton Parish Council
- Maiden Bradley and Yarnfield Parish Council
- Cricklade Town Council
- Holt Parish Council
- Marlborough Town Council
- Westbury Town Council

4.6. Other feedback

- A further 21 emails and / or letters were received from young people
- Emails and letters were received from 38 members of the public
- Children’s Select Committee established a task group to scrutinise proposals and respond to the consultation
- 3 consultation events were facilitated by the Wiltshire Parent Carer Council – 19 parents and carers attended to give their views
- A response to the consultation was submitted from the Office of the Police and Crime Commissioner
- 5 petitions were received from members of the public, with a combined total of 3451 signatories
- Members of the public also expressed their views through Budget Participatory events, protest groups on social media, attendance at area boards and direct communications such as letters and emails

5. Analysis

In this section there is analysis of the information obtained during the consultation phase which is broken down into the following sections: -

- 5.1 Focus Groups and SNAP surveys.
- 5.2 What are young people’s priorities.
- 5.3 Young People’s ratings of the options.
- 5.4 Young People’s preferred option.
- 5.5 Additional comments from Young People.
- 5.6 Community Area Boards.
- 5.7 Voluntary and Community Sector Organisations.
- 5.8 Members of the Public.
- 5.9 Children’s select Committee Scrutiny Task Group
- 5.10 Wiltshire Parent Carer Council.
- 5.11 Office of Police and Crime Commissioner.

Focus Groups and SNAP Surveys

5.1. What do young people think about the activities currently available?

Young people were firstly asked to think about the activities that are currently available in their local area, what activities they attend and what they would like to see more of. These questions were asked in order to ensure that the council could understand the needs of modern day young people and ensure that any future provision was able to take on board young people’s views and therefore provide the best value for young people going forward.

The information in the table below from the focus groups shows that young people say they attend sports clubs and leisure centres the most.

What activities do you attend at least once a week?	Number of responses	Ranking
Sports clubs	197	1

What activities do you attend at least once a week?	Number of responses	Ranking
Leisure	185	2
Wiltshire Council Youth Centre	72	3
Arts and drama	64	4
Dance	58	5
Uniformed clubs	51	6
VCS youth group	45	7
Alternative sports	35	8
Music	27	9
Youth Council	14	10
LGBT groups	10	11
Young carers	7	12
Faith Groups	5	13
Disabled young people's groups	2	14

Information gathered from the SNAP surveys also shows that leisure and sports clubs are the most popular activities amongst young people. The table below shows that 80 – 90% of young people say that their local area has sports clubs, leisure centres and uniformed groups. However, it also highlights that more could be done to promote and advertise leisure time activities and facilities.

Q7a) What activities do you have in your local area? (tick all that apply)			
	Responses (1655)		Ranking
	Number	%	
Q7.i.a. Sports clubs e.g. football, rugby, tennis, netball, etc. - What activities do you have in your local area?	1434	86.6%	1
Q7.i.b. Leisure centre and activities e.g. swimming, badminton, etc. -	1370	82.8%	2
Q7.i.c. Uniformed clubs e.g. scouts, guides, army cadets, St John Ambulance -	1313	79.3%	3
Q7.i.f. Dance classes or clubs e.g. ballet or street dance. -	976	59.0%	4
Q7.i.l. Alternative sports group or venue e.g. skate park, bmx track, parkour group. -	974	58.9%	5
Q7.i.g. Wiltshire Council youth centre -	913	55.2%	6
Q7.i.j. Faith groups or church youth groups. -	893	54.0%	7
Q7.i.d. Art or drama clubs e.g. stagecoach -	819	49.5%	8

Q7a) What activities do you have in your local area? (tick all that apply)			
	Responses (1655)		Ranking
	Number	%	
Q7.i.h. Voluntary/community youth group e.g. a charity or run by volunteers -	674	40.7%	9
Q7.i.e. Music groups and clubs e.g. DJ workshop, community choir, etc -	671	40.5%	10
Q7.i.k. Disabled young people's group e.g. Barnardos. -	590	35.6%	11
Q7.i.i. Youth councils e.g. youth town council -	581	35.1%	12
Q7.i.m. Young carers group. -	379	22.9%	13
Q7.i.n. Lesbian, gay, bisexual or transgender youth groups e.g. GoGs or BoBs	254	15.3%	14
	11841	715.5%	

The table below shows that 40 – 50% of respondents to the SNAP survey say that they attend a leisure centre or sports club at least once per week. 23% of young people say that they attend a Wiltshire Council Youth Centre or Uniformed club at least once per week. We can see that there is capacity to engage more young people in more leisure time activities.

Q7b) What activities do you attend at least once a week? (tick all that apply)			
	Responses (1281)		Ranking
	Number	%	
Q7.ii.a. Sports clubs e.g. football, rugby, tennis, netball, etc. - What activities do you attend at least once a week?	629	49.1%	1
Q7.ii.b. Leisure centre and activities e.g. swimming, badminton, etc.	497	38.8%	2
Q7.ii.g. Wiltshire Council youth centre	295	23.0%	3
Q7.ii.c. Uniformed clubs e.g. scouts, guides, army cadets, St John Ambulance	290	22.6%	4

Q7b) What activities do you attend at least once a week? (tick all that apply)			
	Responses (1281)		Ranking
	Number	%	
Q7.ii.l. Alternative sports group or venue e.g. skate park, bmx track, parkour group.	175	13.7%	5
Q7.ii.f. Dance classes or clubs e.g. ballet or street dance.	155	12.1%	6
Q7.ii.e. Music groups and clubs e.g. DJ workshop, community choir, etc	150	11.7%	7
Q7.ii.d. Art or drama clubs e.g. stagecoach	147	11.5%	8
Q7.ii.j. Faith groups or church youth groups.	108	8.4%	9
Q7.ii.h. Voluntary/community youth group e.g. a charity or run by volunteers	105	8.2%	10
Q7.ii.i. Youth councils e.g. youth town council	72	5.6%	11
Q7.ii.n. Lesbian, gay, bisexual or transgender youth groups e.g. GoGs or BoBs	64	5.0%	12
Q7.ii.m. Young carers group.	47	3.7%	13
Q7.ii.k. Disabled young people's group e.g. Barnardos.	42	3.3%	14
	2776	216.7%	

When young people were asked in the focus groups what they would like in their area, leisure and sports based activities is highlighted often, as is having access to a Wiltshire Council Youth Centre.

What activities would you like to have in your area?	Number of responses	Ranking
Leisure	171	1
Wiltshire Council Youth Centre	130	2
Sports clubs	120	3
LGBT groups	113	4
Music	75	5
Disabled young people's groups	72	6
Alternative sports	39	7
Young carers	26	8
Arts and drama	25	9
VCS youth group	23	10

What activities would you like to have in your area?	Number of responses	Ranking
Uniformed clubs	20	11
Youth Council	10	12
Dance	7	13
Faith Groups	0	14

Responses canvassed from the SNAP survey that are highlighted in the table below also show that leisure and sports based activities are a need for young people and something that they would like to continue to have available in their area. We can also see that there is a need for arts based activities such as music, art and drama.

Q8) What would you like to have in your area (tick top 3)			
	Responses (1526)		Ranking
	Number	%	
Q8b. Leisure centre and activities e.g. swimming, badminton, etc.	676	44.3%	1
Q8a. What would you like to have in your area (tick top 3) - Sports clubs e.g. football, rugby, tennis, netball, etc.	668	43.8%	2
Q8l. Alternative sports group or venue e.g. skate park, bmx track, parkour group.	440	28.8%	3
Q8e. Music groups and clubs e.g. DJ workshop, community choir, etc	371	24.3%	4
Q8d. Art or drama clubs e.g. stagecoach	353	23.1%	5
Q8g. Wiltshire Council youth centre	326	21.4%	6
Q8f. Dance classes or clubs e.g. ballet or street dance.	243	15.9%	7
Q8c. Uniformed clubs e.g. scouts, guides, army cadets, St John Ambulance	200	13.1%	8
Q8k. Disabled young people's group e.g. Barnardos.	157	10.3%	9
Q8n. Lesbian, gay, bisexual or transgender youth groups e.g. GoGs or BoBs	144	9.4%	10
Q8h. Voluntary/community youth group e.g. a charity or run by volunteers	142	9.3%	11

Q8) What would you like to have in your area (tick top 3)			
	Responses (1526)		Ranking
	Number	%	
Q8i. Youth councils e.g. youth town council	114	7.5%	12
Q8m. Young carers group.	112	7.3%	13
Q8j. Faith groups or church youth groups.	60	3.9%	14
	4006	262.5%	

The responses from the focus groups differ very slightly from the survey results, although both leisure centres and sports clubs are again in the top 3, we can see from the focus groups that Wiltshire Council youth centres are the 2nd most popular choice for young people and the want for more alternative sports falls down the rankings. We can also see that clubs and groups for protected characteristic groups come up as a higher need from young people in the focus groups than the surveys. When young people were given free rein to come up with one new activity that they would like in their area, there were a vast range of responses, as you would expect given its openness and freedom for any type of response.

The answers to this question back up young people's responses to Q8 of the SNAP survey - even when young people are asked openly about what new activities they would like to see in their area we can clearly see that having access to sports and leisure activities (with a particular desire for skate parks) is of high priority.

Again we can see that the arts is of high importance to young people with music, drama and dance all coming within the top 10 things young people would most like to see in their area.

The table below shows the top 10 responses from the SNAP surveys and focus groups:

Activity/facility	Ranking
Skate park	1
Sports clubs (tennis, running, squash, rugby etc... excluding football)	2
Leisure Centre and Swimming	3
Ice skating	=4
Youth Centre	=4
Football clubs	5
Music clubs (choir, DJing etc.)	6
Drama	7
Dance	8
Cinema	9

In summary we can see that almost half of the young people surveyed said they currently attended a leisure centre or sports club at least once a week, and when asked what they would like in their local area, sports based activities came up very

strongly. The results from young people's focus groups differed slightly from the survey in that leisure services were still the most important; however access to a local Wiltshire Council youth facility was the second most popular choice. When young people are asked openly what one new activity they would like to see in their area sports and leisure activities are of high priority to Wiltshire young people.

5.2. What are young people's priorities?

The second part of the focus groups and SNAP survey asked young people about their priorities and what they felt the council should be prioritising when making the changes to youth work and activities.

The following 2 tables show that the rankings from the surveys almost marry up completely with the responses from the focus groups. Overwhelmingly young people's top two priorities are to have a say in how money is spent and for there to be a wide range of activities available for all young people. Young people clearly want to be part of any decision making process about how money is spent in their local area and about what activities and facilities are available.

Q10) When we plan these changes what do you think should be our top two priorities (tick your top 2)			
	Responses (1760)		Ranking
	Number	%	
Q10a. Young people are involved in decisions about how money is spent in their local area.	924	52.5 %	1
Q10d. A wide range of activities should be available for all young people.	728	41.4 %	2
Q10b. Local people (including young people) should decide what activities and support is available for young people in their community.	494	28.1 %	3
Q10i. More activities and support in the evenings, weekends and during school holidays.	379	21.5 %	4
Q10g. Staff who run groups are well trained in how to work with young people	358	20.3 %	5
Q10h. Activities are well advertised and promoted.	223	12.7 %	6

Q10) When we plan these changes what do you think should be our top two priorities (tick your top 2)			
	Responses (1760)		Ranking
	Number	%	
Q10e. Support and activities are targeted at young people most in need of support.	158	9.0%	7
Q10c. The council should decide what activities and support is available for young people in their community.	90	5.1%	8
Q10f. Voluntary and community groups should have a bigger role in offering activities and support to young people.	86	4.9%	9
	3440	195.5%	

When we plan these changes what do you think should be our top 2 priorities?	Number of responses	Ranking
Young people are involved in decisions about how money is spent in their local area.	226	1
A wide range of activities should be available for all young people.	127	2
Local people (including young people) should decide what activities and support is available for young people in their community.	104	3
Staff who run groups are well trained in how to work with young people	90	4
More activities and support in the evenings, weekends and during school holidays.	80	5
Activities are well advertised and promoted.	63	6
Support and activities are targeted at young people most in need of support.	45	7
The council should decide what activities and support is available for young people in their community.	4	8
Voluntary and community groups should have a bigger role in offering activities and support to young people.	1	9

In summary when asked about their two priorities when making changes to youth work and activities, young people said they wanted to have a say in how money is spent and for there to be a wide range of activities available for all young people.

5.3. Young people's ratings of the proposed options

Young people were finally asked to rate the proposed options and give feedback about each one. As stated previously they were also given the opportunity to develop an alternative option. The following section will detail what young people have said about the proposed options with an analysis of the feedback including what young people think are the positives and negatives of each option and with some direct quotes from young people.

The table below shows that 78% of young people responding to the SNAP survey would describe the community led option as good or very good.

Q11. How do you rate Option 1 - A community led model?		
	Number	%
Very poor	178	10.1
Poor	208	11.8
Good	1086	61.7
Very good	288	16.4
<i>Total</i>	<i>1760</i>	<i>100.0</i>

319 young people made additional comments about a community led model (Q12). The key messages are:

Positives:	Negatives / concerns:
<ul style="list-style-type: none"> • Young people get a say in how money is spent • Young people's voice's are listened to • Vulnerable people get priority • Communities know their local needs best • Chance for other groups to expand • Could lead to new and fresh ideas 	<ul style="list-style-type: none"> • Young people's opinions might be ignored • Everybody might not get their fair share of the money • Would no longer have qualified trained youth workers • No building for young people • Gap between the campuses opening and youth clubs closing • Hard to ensure that ALL young people are having a say • Cross county differences (some Area Boards are good but others are not so good with young people) • Older young people lose out as voluntary and community sector clubs have lots of the younger age range

Below are some of the quotes from young people about the community led option:

POSITIVES

"It gives us a say in what is happening and we have a better idea of what we want in our area"

"Children actually help decide and have an input"

“A chance for young people to debate the best things to do”
 “It makes sense to have a community based model as the people on the whole know what is needed and can channel the money to purposeful activities. I never attend the youth clubs they are out dated and rubbish”
 “Gives other clubs that young people enjoy a chance to get bigger and better”

NEGATIVES / CONCERNS

“Youth's voices may not be listened to as adults will think their ideas are better and look down on us”
 “The level of training/assistance needed for this work warrants a paid professional”
 “Where would young people go for confidential support, advice and help?”
 “Every young person becomes vulnerable when they have no place to go”
 “It wouldn't provide the support needed for the young people in our area. There wouldn't be enough activities being run, due to less staff and buildings. And less 1-2-1 support for those in need”
 “Voluntary youth clubs can be too childish”

The table below shows that 57% of young people would describe outsourcing the service as good or very good:

Q13. How do you rate Option 2 - Outsource the service?		
	Number	%
Very poor	228	13.0
Poor	531	30.2
Good	870	49.4
Very good	131	7.4
<i>Total</i>	<i>1760</i>	<i>100.0</i>

133 young people made additional comments (Q14) about outsourcing:

Positives	Negatives/concerns
<ul style="list-style-type: none"> • Company / organisation would have a full focus on young people • Lose the fear of constant cuts • Paid on quality of service - good incentive to do well • New ideas 	<ul style="list-style-type: none"> • How will we know they are doing a good job • Might not be as good as what we have • Young people don't have a say • Could be about money rather than quality • Could end up with cross county differences if taken over by more than one provider • Won't know us and our community

Below are some of the quotes from young people about outsourcing:

POSITIVES

“It could be really good if the charity is experienced with working for youth”
 “Likely to want to do a good job if their pay is relying on it but might not be for the

right reasons”

“Managers actually care about youth work unlike the managers at Wiltshire Council that have to manage loads of different things”

NEGATIVES / CONCERNS

“I don't want a company to decide what's best for us and profit from it”

“The Council and our local workers know us”

“If we go for this model the local authority will just cherry pick the services that it wants to fund in this way and this will give less choice to young people as to what they want”

“We want to keep it as it is”

“I think that the youth workers in my area are very well trained and are very helpful and polite. As well as the above I think that it will be a waste of resources if they had to throw away their current training.”

The table below shows that 59% of respondents describe the staff public mutual as a good or very good option:

Q15. How do you rate Option 3 - Encourage staff to form a public mutual?		
	Number	%
Very poor	200	11.4
Poor	522	29.7
Good	875	49.7
Very good	163	9.3
<i>Total</i>	<i>1760</i>	<i>100.0</i>

226 young people made additional comments about a staff public mutual (Q16):

Positives	Negatives/concerns
<ul style="list-style-type: none"> • Keep the staff we know • Staff are already well trained 	<ul style="list-style-type: none"> • Unrealistic time frames • Strong commitment by staff- Not all the staff might want to do this • Youth workers are workers not managers • All about profit • Risky – uncertain about the long term

Below are some of the quotes from young people about staff public mutuals:

POSITIVES

“The staff would more likely be more willing to be there which will make for a better experience for young people”

“Because I like the staff I'd rather have people I know running the centre than people I don't”

“Good that they're properly trained”

NEGATIVES / CONCERNS

“If they wanted to be business people, wouldn't they have gone into business?”

Youth workers are so good at what they do, isn't it better to enable them to continue to provide their vital services for their community?"
 "However more emphasis would be put on money not necessarily the quality of service"
 "Not many people would be happy to start their own company"
 "Staff can't just set up a company just like that!"

The table below shows that when young people were asked to rate the option to keep the youth service in house 52% of young people describe it as good or very good.

Q17. How do you rate Option 4 - Keep the Youth Service 'in house'?		
	Number	%
Very poor	311	17.7
Poor	527	29.9
Good	730	41.5
Very good	192	10.9
<i>Total</i>	<i>1760</i>	<i>100.0</i>

There were 311 additional comments about keeping the youth service in house (Q18):

Positives	Negatives/concerns:
<ul style="list-style-type: none"> • The option that keeps the service as it is • Focuses on vulnerable young people • Could mean we get modern buildings that are well used 	<ul style="list-style-type: none"> • Travel • Four 'hubs' is not enough • All about money saving and not about giving us a better service • Some young people will lose their local youth workers and youth clubs • Losing the current level of support • Wiltshire Council is still in charge • Cuts back what is currently available • Not enough change to encourage new young people to attend

Below are some of the quotes from young people about keeping the youth service in house:

POSITIVES

"Good as focuses on the most needy"
 "I think this option is the best because it's the one I would be most comfortable about and I would still use my youth centre"
 "Could mean that we get rid of the youth centres that not many young people use and keep the best ones"
 "Could get rid of run down and scanky buildings and have nice new ones that are well used and appealing – young people actually don't mind being seen in them"
 "Out of the very limited and vague options given this is the best, it's the only one that supports the existing system which has a fantastic track record"

NEGATIVES /CONCERNS

“All young people need is a place to go otherwise they get blamed for the problems around the towns”

“Based on where these hubs are located there would be many young people left out because there simply wouldn't be enough hubs in order for all the young people's needs to be supported. Also a dramatic cut in the youth work budget would mean that not as many young people would be able to be supported”

“Although I chose 'good' as my answer - This is only because it is 'the best of a bad bunch' so to speak. I opt that there should be another option. Option 5 - Keep the Youth Service in house, but NO CUTS. Thank you”

“The already inadequate transport system becomes even more inadequate and this becomes a postcode lottery. Volunteers are good but they seem to be tasked with running everything these days and cannot be relied upon to the extent of paid, experienced staff”.

“Youth centres don't appeal to a lot of young people – so they still wouldn't attend with this option”

5.4. Young people's preferred option

Once young people had assessed the detail of each option they were asked to pick their preferred option. The table below shows that young people who responded to the survey clearly favour the community led option as a way forward when Wiltshire Council implements change. Young people do highlight some concerns with this option though, namely assurance that they will have a say in the decision making process, the fear of losing trained workers and a young people friendly space.

Q19. Of the following four options which one do you think would be the best way forward?			
SNAP survey	Number	%	Ranking
Option 1 - A community led model	840	47.7%	1
Option 4 - Keep the youth service 'in house' but spend less.	427	24.3%	2
Option 3 - Encourage staff to form a public service mutual.	263	14.9%	3
Option 2 - Outsource the service	230	13.1%	4
Focus Groups	Number of responses		Ranking
Option 1 - A community led model	226		1
Option 4 - Keep the youth service 'in house' but spend less.	89		2
Option 2 - Outsource the service	51		3
Option 3 - Encourage staff to	44		4

Focus Groups	Number of responses	Ranking
form a public service mutual.		

5.5. Additional comments from young people

335 additional comments were received in response to Q20 (is there anything else you think we should know or you think that we have missed?).

85 of the additional comments related to keeping the youth clubs open and not changing them.

34 young people specifically referred to the importance of trained staff.

Some young people stated that they did not like any of the options and a few young people complained that the options and the survey was hard to understand.

The key messages from the additional comments are below:

- Advertise things / better promotion of what is available
- Young people should always be involved in the decision making process
- Maintain youth workers / Qualified staff
- Keep the youth service as it is
- Young people should have a say in how money is spent
- Opportunity for fresh ideas

5.6. Community Area Boards

Key messages from Area Boards:

- Youth work is highly valued for its role in supporting young people with their personal and social development – it makes a positive difference to young people's lives and should be invested in
- Young people need access to appropriately qualified youth workers – some concerns were expressed about relying on volunteers due to their limited availability, skills and experience
- Places to go and meet for young people are highly regarded
- Youth services must be accessible, available locally and shaped by young people and their communities
- Safeguarding and support for vulnerable young people e.g. the bridging projects, are very important
- Transport is a major barrier to accessing services, particularly for those living in rural areas
- Voluntary and community sector organisations are a key part of ensuring youth services meet young people's needs but they require support to do this
- A few young people were fairly critical of Sparksite's role in promoting youth services in terms of accessibility and usage.
- Data on the use and impact of the youth work team is unreliable
- Youth services should meet the needs of all young people, including those in outlying villages and who are not vulnerable

5.7. Voluntary and community sector organisations

Voluntary and community sector organisations were asked to consider 3 key questions; the questions were as follows:

Do you/your organisation think the voluntary and community sector should have a greater role in the delivery of positive leisure-time activities for young people within your community? If so, how would you see this role?
What support do you/your organisation think the voluntary and community sector requires in order to enhance their involvement in the provision of positive leisure time activities and support for young people in your area?
Which of the four options (found on www.sparksite.co.uk) do you/your organisation prefer and why?

Overwhelmingly voluntary and community sector organisations believe that they should have a bigger role to play in the delivery of positive leisure time activities in the community with nearly all organisations that fed back stating this. Despite this they all felt that Wiltshire Council had a key role to play in enabling this to happen. Particular concerns came around the need for the trained youth work role in early intervention, the need for additional administration support and funding and more staff in order to utilise wider community buildings to their full potential such as schools and churches.

Based on the responses from all of the organisations (the 15 VCS and 12 Parish/Town councils) the feedback for the preferred option is as follows:

Community Led	11
Outsource	0
Staff Mutual	0
Retain in house	9
Community led or outsource	1
Combination of community led and in house	3
No preferred option given	2
Alternative option	1

Key messages:

- Need for appropriately qualified workers - youth workers are needed for youth work but volunteers / other voluntary and community sector organisations can easily offer positive activities – there is a need for a consistent worker
- Local / community delivery is key but with Wiltshire Council support
- Wider use of current community buildings / community agreements
- Access to grants will enable new innovative ideas that are young people led
- A need for guidance and central administration
- Retain YAGs – young people’s engagement in local decision making and how money is spent

Concerns:

- Lack of informal education (drug and alcohol education, sex and relationship education, emotional wellbeing, living skills – cooking)
- Reach (numbers of young people engaging with voluntary and community sector organisations)
- Development – it seems to be about numbers rather than the child’s journey / progression
- Grants / funding to be ring fenced for young people
- 8 full-time posts and 2 full-time equivalent posts are inadequate for the community led model
- Other stakeholders use of the youth club buildings e.g. Splitz
- Community buildings unaffordable (local community agreements on hire charges - it is unrealistic to assume these are not only available but affordable)
- Funding should be easy to apply for and report on (VCS organisations and particularly volunteers have little time to fill out a vast amount of forms)
- Transition period / lead in time
- Border differences (young people’s projects and their friendship groups can spread over area boards areas - will there be Area Board agreements for this?)

The notes from the Youth Activity Review VCS Engagement Event are included as appendix 4 to this report.

5.8. Members of the public

Several members of the public opted to send in personal responses during the consultation process as below:

Referring to / from	Number of responses	
Importance of Bridging projects / Barnardos	4	All retain in house
Importance of Duke of Edinburgh Award Scheme	1	Retain in house (No cuts)
Wiltshire Council staff	4	X3 retain and 1 community led
Importance of Wiltshire Youth Arts Partnership	4	None state a preferred option
Various other comments / suggestions	16	8 do not state a preferred option X5 retain in house X2 community led X1 combination of in house and community led
Ex service users	5	All retain in house
Emails stating ‘None of the above’ as the subject	3	None state a preferred option
	37	

Key messages:

- The need for professionally trained staff – even if a community led model is the way forward Wiltshire Council should retain the workers / management and monitoring of projects
- Young people need trained, consistent, regular workers they can trust
- Youth workers are key to early intervention, early advice, transition and social engagement
- Youth workers are easy for young people to access for information, signposting and guidance
- Schools opening themselves up for youth activities
- Giving the communities ownership is positive. It actually creates community.
- Better promotion of what is available
- During the consultation, the council was contacted by some former users of the youth service who shared how youth workers had been of crucial importance in making a major difference to their lives

Concerns:

- Timescales (unrealistic)
- Redundancy costs
- Area Boards managing the funding – cross county disparities / inequalities, small amount of money- how much can it really achieve? How will we ensure young people get the most out of it? Have we truly assessed the risks / impacts of this?
- Increase in Anti Social Behaviour
- A suitable space for multi agency working face to face with young people – e.g. NEET (not in education, employment or training) project work
- Gaps in implementation (between decision being made and having a service in place)
- Voluntary and community sector capacity – number of staff / volunteers, training, are they realistically able to take on 4000+ young people?
- Volunteers are there to enhance not substitute
- Organisations / other service providers that currently use youth club buildings e.g. Barnardos weekend clubs, parent and toddler groups (it is unrealistic to assume that there are other spaces available within the community)
- Could have organisations that are good bid writers and get funding but actually the impact on young people is minimal

5.9. Children's Select Committee Scrutiny Task Group

On 21 January Cabinet considered a part 2 report proposing that it reviews how it meets its statutory duty to secure young people aged 13-19 access to sufficient positive leisure-time activities that improve their wellbeing, and sufficient facilities for such activities. The report stated that the proposals should be robustly scrutinised by the Children's Select Committee. On 28 January the Committee established a task

group to respond to the consultation. A report was published on 17th April 2014 outlining the following findings and recommendations:

- Data on the reach and impact of the youth service is unreliable and should be improved, including information on value for money.
- Change is needed within the youth service; however current timescales and pace risk changes being made without time for their implementation or impact to be fully considered. Sufficient time is also required to support transition to any new operating model.
- Proposals could have been better informed by other local authority youth service models and earlier involvement from scrutiny.
- There is not enough detail about how the preferred community-led option will work in practice and be implemented. The group had particular concerns with the Area Board money not delivering new services but instead funding the same ones as in previous years but simply from a different pot.
- Some officers feel undervalued by the council as a result of the review. Youth work is valued and has a positive impact on young people's lives. It has an important role to play in early intervention and prevention and the relationships young people have with qualified youth workers are highly regarded.
- There is a difference between 'activities for young people' and 'youth work'.
- Any reduction in service could result in reduced participation in youth work and increase costs in the long-run e.g. anti-social behaviour
- The group has concerns about all four options; however a community-led model should be adopted with some key adjustments.

5.10. Wiltshire Parent Carer Council

The full consultation report conducted by the Wiltshire Parent Carer Council in partnership with Wiltshire Council is included as appendix 3.

Developing a community led approach was the option most favoured by the parents and carers who attended the 3 consultation events. However, everyone who attended made it clear that where it was working it should continue i.e. Devizes and Salisbury hubs. There was major concern that in any future change the voice of disabled young people, parents and carers must be sought in the decision process at all levels.

The key messages from the report are set out below:

- Overall bridging projects are highly valued particularly as they bring young people with learning difficulties and disabilities together with mainstream young people in safe, supportive and secure environments – provision is 'hit and miss' in some areas
- The voice of young people with learning difficulties and disabilities and their parents and carers must be considered as part of any future operating model

to ensure needs are met – WPCC should be involved in the design, development and review of any new service

- Specific funding for bridging projects should be allocated and ring-fenced for this purpose
- Youth work and activities which promote independence, local friendships and trying out new and varied opportunities is important as well as 1:1 support
- To meet the needs of young people with learning difficulties and disabilities, provision must be local, easily accessible, inclusive, safe, structured and provided regularly by trained and experienced staff – the needs of those with personal care requirements, severely challenging behavior and mediation needs should also be provided for
- Sessions need to give parents / carers enough time to do other things (2 hours minimum)

5.11. Report from the Office of the Police and Crime Commissioner

The full report from the office of the Police and Crime Commissioner is included as appendix 3.

The key messages from the report are set out below:

- A lack of facilities for children, anti-social behaviour and young people hanging around are particular concerns for local residents across Wiltshire and Swindon
- It is believed that there is a correlation between the perception of a lack of facilities and the observation of young people hanging around
- Solutions to youth issues should be found in the community and the public sector has a facilitating role, including the Police and Crime Commissioner and Wiltshire Council
- The recently established Police Innovation Fund is supporting innovative projects to engage young people and reduce offending and re-offending behaviour
- A major strength within Wiltshire Council is the Area Board network and the Youth Advisory Groups that report to it
- The Office of the Police and Crime Commissioner embraces the concept of Asset Based Community Development, which entails communities doing things for themselves and supports the community-led option

5.12. Alternative options

During the consultation a number of alternative options were put forward for consideration. Many suggested a 'middle' way, mainly by combining the 'keep the service in-house' and 'community-led' options, with a mixed economy of providers, and the council focusing its provision on those who are most vulnerable and disadvantaged.

Six alternative operating models were submitted by staff. These focused on retaining professional youth work staff, focusing on community development work with voluntary and community sector organisations. Other options included proposals to

reduce costs and generate income through closer partnership working, shorter youth work sessions, reviewing lettings charges, trading services (e.g. Duke of Edinburgh, Sparksite and Oxenwood Outdoor Education Centre), reducing the number of youth groups and introducing a temporary pay cut for staff. Several models suggested the use of apprenticeships and traineeships, and in some cases less funding to community area boards.

Voluntary and community sector organisations developed a new community-led option that included stronger support for youth groups and a mixed economy of providers. A key feature involved the establishment of local networks which would bring partners and youth providers together to coordinate provision and develop a locally tailored youth offer. Funding for area boards would be ring-fenced but far more flexible. Trained youth workers in each community area would focus on development work and targeted youth support for vulnerable young people.

Several alternative models were also submitted through consultation events with community areas. The Malmesbury youth advisory group suggested the development of a central youth service hub which provides community areas access to resources and qualified detached youth workers. The Southern Wiltshire area board and youth work team collaborated to put forward a locality cluster approach based on the 'keep the service in house' option. Key features involved trained youth workers focusing on community working and income generating activities as well as the local promotion of youth activities through social networking. The Southwest Wiltshire youth advisory group proposed a mix of the 'community-led' and 'keep the service in-house' options, with the council continuing to fund facilities and a youth work coordinator for each area. Sparksite would be replaced by social networking, volunteers trained by coordinators and a stronger emphasis on income generation activities.

The Scrutiny Task Group suggested an indicative alternative community led model. This included robust criteria for the use of devolved funding to area boards to maximise benefits to young people as well as enhanced officer support for area boards, youth advisory groups and voluntary and community groups. Each community area would have a named appropriately qualified youth worker, with the council continuing to provide open access youth work. 5 targeted youth workers would focus on the lower level threshold of need through early intervention and building supportive relationships with young people, whilst the Community Youth Workers will be concentrating on facilitating open access youth work across the community area. Other key aspects included the use of apprenticeships and improving the measuring and monitoring of service impact.

In considering how best to meet the needs of young people with learning difficulties and disabilities, the parents/carers who participated in consultation events facilitated by the Wiltshire Parent Carer Council suggested that a scheme called the 'get out there club' be explored. This is a project currently run in Cornwall which combines the idea of able young people being trained and mentoring disabled/vulnerable young people at various venues across the county. As part of the programme minibuses are used to collect people and take them to places for activities.

These additional options were evaluated using a matrix which assessed the key factors of achievability, improved outcomes for young people and safeguarding. Each model was given a score out of 30 – the higher the score, the more favourable the option.

6. Conclusions

- Young people favour the community-led option but want assurance they will be involved in decision-making. They are also keen not to lose access to appropriately qualified youth workers and want a youth friendly space to be available within their local communities.
- Having access to sports and leisure activities is a high priority for Wiltshire's young people.
- Some responses received during the consultation from young people and other stakeholders expressed a view that open access youth work should be retained, with no budget reduction and closure of buildings. This was particularly the case for current users of the service.
- Young people want access to a trusted adult in their community to talk to – the professionalism and experience of youth workers is highly rated and they make a positive difference to young people's lives. Youth work is highly valued for its important role in preparing young people for adulthood, helping to develop life skills and for the positive relationships that youth workers form with young people. The majority of service users felt that the relationship with their youth worker was of critical importance as they were the trusted adult to go to within their communities for information, advice and guidance in times of need. Many stressed the importance of having access to professionally trained and experienced youth workers.
- Young people and their communities should be supported to have a greater influence to shape youth services and activities. Youth advisory groups are valued and help young people to have a voice in their community.
- Those against proposed changes were particularly concerned about the potential long-term impact of any reduction in service on young people's lives and the costs associated with this, such as an increase in youth crime, anti-social behaviour, substance misuse and increased demand on children's social care services. During the consultation the council was contacted by some former users of the youth service who shared how youth workers had been of crucial importance in making a major difference to their lives. Many considered the youth service to be an example of prevention and early help and an investment in the future of Wiltshire's young people.
- Many service users and members of the public identified facilities/space for young people and associated activities as being very important to them and their communities for a variety of reasons.
- Supported by the completion of extensive wide-ranging community mapping exercise, the consultation highlighted a vast range of youth provision and space for young people provided by voluntary and community sector organisations. Direct feedback from the voluntary and community sector reiterated this and the view that this could be enhanced further. Some other stakeholders, however, expressed concern about whether the sector has the capacity, skills, experience, interest and funding to grow its existing provision and take on the overall delivery of open access youth work and activities.
- Many voluntary and community sector organisations highlighted the importance of appropriate support (including funding and training) from the council to help them grow and improve provision. It was felt that existing youth work and activities could be coordinated more effectively and organisations encouraged by the council to work better together.

- There were many respondents across all stakeholder groups who stressed the importance of continuing to provide services and support for vulnerable young people, particularly those with learning difficulties and disabilities. The value of bridging projects were highlighted, however some parents/carers of young people with learning difficulties and disabilities felt this provision could be more consistent across the county and improved further.
- Many service users felt very strongly that youth services needed to be promoted much more effectively and some stakeholders were critical of Sparksite's role in achieving this in terms of accessibility and usage. A few respondents were keen for the Duke of Edinburgh Award Scheme and Wiltshire Youth Arts Partnership to continue
- Service users need to be supported in the transition to any new operating model.

Report Author:

Christina Gregory – Voice and Influence Policy and Research Coordinator

Stakeholder	Key messages
Young people	<ul style="list-style-type: none"> - The community-led option is favoured by the majority of young people. - Young people want a say in how money on youth services is spent in their local area. - Sports and leisure activities are by far the activities that young people use most and want to retain in their local communities. Many young people would like to see more arts-based activities e.g. theatre, music and dance. - Existing users of council youth work do not want to lose their current service. - A wide range of activities should be available for young people in their local area. - Access to knowledgeable and trained staff is important. - Activities should be accessible and easy to get to, with good transport links.
Youth work staff	<ul style="list-style-type: none"> - The council should retain a professional youth work presence, including qualified youth workers. - All young people deserve to have access to services and not just those with the most pressing issues. - The provision of universal services, including open access youth work should be maintained because of the positive impact they have on children and young people's lives – they are an example of prevention/early intervention which is better than cure. - Only the community-led and reduce the service options have a chance of being implemented. The others are not realistic given the timescales involved. - A community-led option would require a transition period and time to grow of around 1-3 years.
Community areas	<ul style="list-style-type: none"> - Youth work is highly valued for its role in supporting young people with their personal and social development. It makes a positive difference to young people's lives and should be invested in. - Young people need access to trained youth workers. Some concerns about relying on volunteers due to their limited availability, skills and experience. - Places to go and meet for young people are highly regarded. - Youth services must be accessible, available locally and shaped by young people and their communities. - Safeguarding and support for vulnerable young people e.g. the bridging projects are very important. - Transport is a major barrier to accessing services, particularly for those living in rural areas. - Voluntary and community sector organisations are a key part of ensuring youth services meet young people's needs but they require support to do this. - Sparksite is not very accessible or well used and questions raised about whether this funding could be better spent. - Data on the use and impact of the youth service is unreliable. - Youth services should meet the needs of all young people, including those in outlying villages and who are not vulnerable.
Children's Select Committee Scrutiny Task Group	<ul style="list-style-type: none"> - Data on the reach and impact of the youth service is unreliable and should be improved, including information on value for money. - Change is needed within the youth service; however current timescales and pace risk changes being made without time for their implementation or impact to be fully considered. Sufficient time is also required to support transition to any new operating model. - Proposals could have been better informed by other local authority youth service models and earlier involvement from scrutiny. - There is not enough detail about how the preferred community-led option will work in practice and be implemented. The group had particular concerns with the Area Board money not delivering new services but instead funding the same ones as in previous years but simply from a different pot. - Some officers feel undervalued by the council as a result of the review. Youth work is valued and has a positive impact on young people's lives. It has an important role to play in early intervention and prevention and the relationships young people have with qualified youth workers are highly regarded. - There is a difference between 'activities for young people' and 'youth work'. - Any reduction in service could result in reduced participation in youth work and increase costs in the long-run e.g. anti-social behaviour. - The group has concerns about all four options; however a community-led model should be adopted with some key adjustments.
Office of the Police and Crime	<ul style="list-style-type: none"> - A lack of facilities for children, anti-social behaviour and young people hanging around are particular concerns for local residents

Appendix 3

<p>Commissioner</p>	<p>across Wiltshire and Swindon.</p> <ul style="list-style-type: none"> - It is believed that there is a correlation between the perception of a lack of facilities and the observation of a problem of young people hanging around. - Solutions to youth issues should be found in the community and the public sector has a facilitating role, including the Police and Crime Commissioner and Wiltshire Council. - The recently established Police Innovation Fund is supporting innovative projects to engage young people and reduce offending and reoffending behaviour. - A major strength within Wiltshire Council is the area board network and youth advisory groups that report to it. - The Office of the Police and Crime Commissioner embraces the concept of Asset Based Community Development, which entails communities doing things for themselves and supports the community-led option.
<p>Voluntary and Community Sector organisations</p>	<ul style="list-style-type: none"> - The community-led option is favoured - the VCS could play a greater role and needs sufficient support from the council to do this (e.g. training, help with funding applications etc) - The council needs to understand the impact of changes on communities and young people – any reduction in services may lead to further costs down the line and a transition plan put in place - Any new operating model needs to be sustainable with a long-term commitment from the council. - Youth provision needs to be better coordinated at a local level and support for Youth Advisory Groups is important. - Facilities for youth work and activities must be affordable and suitable space for young people should be available within community campuses. - A youth work approach is valued for its role in supporting young people’s social and emotional development. - Funding to community area boards should be ring-fenced for youth activities, flexible and application & monitoring processes not overly cumbersome.
<p>Wiltshire Parent Carer Council</p>	<ul style="list-style-type: none"> - Overall bridging projects are highly valued particularly as they bring young people with learning difficulties and disabilities together with mainstream young people in safe, supportive and secure environments. Provision; however is ‘hit and miss’ in some areas. - The community-led option is favoured by parents and carers who took part in the consultation events but bridging projects should continue in those areas where they are working i.e. Devizes and Salisbury. - The voice of young people with learning difficulties and disabilities and their parents and carers must be considered as part of any future operating model to ensure needs are met. WPCC should be involved in the design, development and review of any new service. - Specific funding for bridging projects should be allocated and ring-fenced for this purpose. - Youth work and activities which promote independence, local friendships and trying out new and varied opportunities is important as well as 1:1 support. - To meet the needs of young people with learning difficulties and disabilities, provision must be local, easily accessible, inclusive, safe, structured and provided regularly by trained and experienced staff. The needs of those with personal care requirements, severely challenging behaviour and medication needs should also be provided for. - Sessions need to give parents/carers enough time to do other things (2 hours minimum).
<p>Members of the Public</p>	<ul style="list-style-type: none"> - There should be no reduction to youth services and activities. - Young people need access to professionally trained youth work staff. Youth workers build positive trusting relationships with young people and provide access to information, advice and guidance.

Appendix 3

	<ul style="list-style-type: none">- Concerns expressed about voluntary/community sector capacity and reliance on volunteers.- Youth work is highly valued for its important role in early intervention and prevention. Failure to invest in this will result in long-term costs e.g. anti-social behaviour.- Giving communities ownership of youth services is positive and creates a sense of community.- There should be better promotion of what services and activities are available to young people.- The impact of changes on young people must be understood, with realistic timescales for implementation of any new model.
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Appendix 1

SUMMARY OF YOUTH WORK

STAFF FEEDBACK ON THE REVIEW OF POSITIVE LEISURE TIME ACTIVITIES

(Vers 1.0) 01/04/14

1. Staff consultation on the Review commenced on 31 January 14 and finished on 28 February 2014. A comprehensive archive has been compiled which contains details of all communications and submissions to and from staff. This information is not attached.
2. In terms of extent of the feedback response; this is outlined below:-
 - 95 members of staff attended collective consultation events in Salisbury, Trowbridge and Chippenham on 31 January 2014
 - Over 40 emails and items of written communication were received during the period.
 - 22 members of staff (primarily team leaders and youth coordinators) met directly with the Head of Service on 19 February 2014 to feed back their views and comments.

A table of key issues and 'hits' (i.e. the number of times a specific theme or issue was raised) is outlined in Annex 1.

3. Overall there is a strong desire to retain a professional youth work presence within whatever option is chosen. It was made clear that the proposed Youth Support Workers are not youth workers and therefore will not be able to provide the current service. The view of staff is that these posts will be accessed via some form of referral process which will mean that only a limited number of young people will be able to access the service. There is also a concern that other services which have become more targeted have had their thresholds raised which means that even less young people can access those services. The staff view is that if the Council continues in the current direction that only those young people who have the most pressing issues will have any chance of getting a service.
4. The Youth Work Team are clear about the positive impact of maintaining universal services such as Open Access as they believe that in the longer term this is more cost effective than moving to a more targeted service; as prevention is better than cure and open access youth work should be central to the Council's Early Help Strategy. If the Council wants to improve the outcomes for young people it needs to invest in universal services such as youth work rather than cut them.
5. Staff fed back that they felt that the Council were selective in the messages put out at the start of the consultation which they considered did not present a balanced picture. In particular, the implication heard by staff was that the reason for changes was down to a need to modernise and a low take up by young people; whereas staff considered that the programme is primarily about saving money. Staff do acknowledge that it is a difficult time for everyone in Local Government with cuts to budgets. The consultation exercise has however affected staff morale.
6. There was a view that only 2 of the options had any chance of being implemented notably the Community Led model and the reducing the service model. It was felt that neither external commissioning out nor a staff mutual option were realistic given the short timescales involved and the need to save money now.

Appendix 1

7. With regard to the Council identified preferred option; that of a community led model. Staff felt that there was the potential to deliver this but it would take time to allow the model to develop and the transition period in the consultation was not long enough. It was considered that there needs to be at least 1-3 years to allow this grow. If there is to be community budgets it should be the whole of the Youth Work budget rather than a proportion as outlined in the Community led model. Consideration should also be given to ensuring that a professional youth work approach is included in any model implemented through the employment of appropriately qualified and skills workers.

Mal Munday
Head of Service
1 April 2014

Appendix 1

Annex 1

Table of 'Hits*' in respect of key themes and issues raised by staff during the Positive Leisure Time Activities youth Review.

No	Theme	Number of 'Hits'
1.	Specific HR questions/issues relating to individual situations and the process	23
2.	How best to deliver across the totality/rurality of Wiltshire?	2
3.	Concerns that key partners including voluntary sector are not equipped/able/motivated to work with a community led model/approach.	16
4.	Impact on young people/how best to explain the changes to them.	7
5.	Concerns that the 'message' being outlined in the consultation is not balanced (the veracity of the consultation).	9
6.	How can new arrangements guarantee increased participation/what is the evidence base for the approach that outcomes will be improved?	30
7.	Concerns that Area Boards will struggle to deliver key outcomes or are not set up to within proposed new arrangements.	6
8.	Specific comments about the consultation and importance of bridging projects.	14
9.	Lack of understanding about the difference of a 'Positive Activities' and a 'Youth Work' approach/loss of a professional safety net leading to poor early intervention outcomes.	9
10.	Lack of clarify around the use of buildings and property and how this is related to the overall approach/plan	4
11.	Impact on related targeted activity and securing key outcomes e.g. tracking NEET destinations for school years 11-14.	3
12.	Issues linked to guidance for staff who are union members during the period of the consultation.	6

* The number of times a specific theme or issue was raised.



Youth Services Consultation
Conducted by the Wiltshire Parent
Carer Council in Partnership with
Wiltshire Council

Consultation Report

April 2014

Appendix 2

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Background

As part of an overall budget reduction strategy, Wiltshire Council announced planned reductions in the region of £250,000 to Youth Services in Wiltshire.

As a result of publicity in the press and youth workers speaking to parents, many parents and carers were concerned that youth services and Bridging Projects for disabled young people were going to be adversely affected.

Wiltshire Council's Voice and Influence team have been conducting consultations with many users of the existing youth services and the Wiltshire Parent Carer Council (WPCC) worked with them to focus on youth services provision for our disabled young people. During this consultation Bridging Projects were also discussed at length.

In partnership with the Voice and Influence Team and James Fortune, the Lead Commissioner tasked with the Youth Service consultation and review, the WPCC facilitated three consultation events with parents and carers across the county. These took place in the Trowbridge area on 24th March, the Chippenham area on 25th March and in Salisbury on 26th March. A total of 18 parents and carers attended these events and gave their views. The WPCC also received written comments from some parents who weren't able to attend the consultations.

Wiltshire Council, as set out in the Education Act, is duty bound to provide positive activities for all young people across Wiltshire to help encourage good outcomes for them. With this in mind and knowing there was a need to make savings, they proposed for consultation 4 options on ways the new youth services could possibly operate.

The options presented were:

1. Develop a Community led approach
2. Outsource the Service
3. Encourage the sport staff to form a public Service Mutual
4. Retain the current in-house service but reduce the value

Appendix 2

Each consultation followed the same format with a presentation at the beginning followed by consideration of the proposed options and an opportunity to explore other suggestions. The presentation was made on behalf of Wiltshire Council by James Fortune - Lead Commissioner Children's Services, Damian Haasjes - Voice and influence Team Manager, Lauren White – Voice and Influence Project Officer Project Manager, and Christina Gregory - Voice and influence Research and Policy Coordinator.

Bridging Projects currently being run in county were discussed additionally as there is ring fenced funding for such a scheme. Although it is established that the level of funding will not decrease, the type of provision may possibly change. This funding is to make provision for vulnerable young people aged 13-25 and again is embedded in the Education Act for disabled young people.

Appendix 2

Option 1. Develop a community led approach Votes = 11/18

This option was explained to be the Council's preferred option and was given the most time thorough discussion in all three consultations. It was explained that the funding would be delegated to the 22 local area boards within county to fund leisure activities locally. It was assumed that local community groups would provide activities and in order to ensure a certain standard was maintained a quality kite mark for safety, equality and insurance etc would be needed. It was also stated that within this option, 8 youth support workers would be provided to co-ordinate activities for vulnerable young people as well as 4 half-time youth advisors employed across county to help with the support of those setting up and running activities.

Parent/Carers Views and Concerns:-

- Would area boards really know what the local needs are when they are requested for this funding?
- Would area boards have a duty to have representation on this board for disabilities to ensure these needs are considered?
- Will area boards participate with and seek guidance from disability forums/ WPCC when funds are being requested by organisations to ensure ALL needs are met not just the box being ticked as a gesture?
- Will the area boards ensure they are giving funding to a wide variety of requests?
- Would these area boards ensure they hold meetings at appropriate times so all views are taken into account? Often meetings are in the evening when parent/carers have to care for their young people so are unable to attend meetings.
- Parents were very concerned that voluntary community services across the county are patchy. Some locations are excellent but some are non-existent.
- Relying upon voluntary community services to increase is risky as it was considered not very likely.
- Parents were concerned that sharing the building with other organisations of a different age can lead to huge conflict
- If the existing building is working well for the community why move to a campus?
- If it is to be a shared building it must be ensured that disabled young people have appropriate allocation of time for their use.
- Where will equipment be stored for the different groups in a shared space?
- How will the services be monitored and reviewed and what will complaints process be?
- How will kite mark ensure young people are kept safe and high standards of service maintained?
- Will there be a time lag involving disruption of services in order to get the new service running?

Appendix 2

Option 2. Outsourcing the Service

Votes = 6/18

Any Organisation could bid to offer a service across the county to an agreed sum and they could receive positive enhancements if service outcomes were very positive. The council would monitor the service ongoing. An example of this is Barnardos who run the Wiltshire Short Breaks Scheme.

Parent/Carers Views:-

- Some felt this would not work.
- They were worried that the organisations could sub-contract and Wiltshire Council would have no control over this.
- Parents were worried that new organisations are not good for young people because of significant change.
- They feared that a new service would not necessarily be aware of the true needs across county.
- Parents were concerned that bigger voluntary groups/ charities can be very good at preparing impressive tenders and proposals but will they deliver on them?
- Services in different areas could be patchy and inconsistent so there would need to be careful monitoring.
- Parents, carers and young people must be involved in decisions about new services.
- There is uncertainty as to whether existing staff would necessarily be transferred over - this depends on who takes on the contract.
- Some felt it could be a cost effective option as it would take less time for an already up and running organisation to start the sessions.
- Parents and carers could be involved in the monitoring via the WPCC.
- Some felt it could work as the council already give some funds to the NAS in Wiltshire for activities for young people and this empowers groups, parents and carers who get involved and help raise additional funds for more activities they want to do.

Appendix 2

Option 3. Encourage and support staff to form a Public Service Mutual (PSM)

Votes = 0/18

At present no current Wiltshire Council staff have shown interest in taking up this option although it is understood this model has worked well in Kensington and Chelsea.

Appendix 2

Option 4. Retain the current in-house service but reduce the value.

Votes = 1/18

The number of hubs for youth services would decrease from 22 to 4-6 possibly located in Trowbridge, Salisbury, Devizes, Chippenham and 2 other areas. Youth workers would go out to hubs to deliver training and provide support for services where needed.

Parent/Carers Views:-

- These hubs will not be local so transport will be a major issue in terms of time, cost and availability - in many areas bus services are very poor.
- There would be far fewer staff to help young people who have a high level of need.
- Some young people would find it hard to share their facilities with larger numbers of young people.
- What would happen to the buildings and equipment that is across the county?

Appendix 2

Option 5 : Any Other Suggested Options/ None of the Above

It was suggested that a scheme called “The Get Out There Club” currently run in Cornwall be considered which combines the idea of able young people being trained and mentoring disabled/ vulnerable young people at various venues across county. Minibuses are used to collect people and take them to places for activities.

Appendix 2

Bridging Projects

Wiltshire Council have stated that in any future scenario for delivery of youth services, specific funding will be maintained for a service equivalent to, but not exactly the same, as the current bridging projects. The Bridging Projects are run for vulnerable young people aged 13-25. Parents at the consultations were asked for their views on the existing Bridging Projects and to identify the core values they would ascribe to any future projects. Views from the consultations are written below, further views that were submitted can be seen in appendix 1.

Parent/ Carers Views:-

- Parents were full of praise for the Devizes and Salisbury Bridging Projects which are clearly meeting needs. A combination of excellent staff and buildings suited to the needs of young people with disabilities.
- Parents liked the groups that were promoting independence, local friendships and trying out new and varied activities.
- Salisbury parents loved that the session was for 2 hours which gave parents an opportunity to do other things in this time unlike most activities which are for only 1 hour.
- In all other areas it was very hit and miss.
- In the Chippenham location it was felt that it was too unstructured.
- In some areas the age range was too wide i.e. 11 to 18.
- Personal care was not available for young people who need it.
- The needs of young people with severely challenging behaviour were not able to be met.

The presenters really wanted parent carers to identify the most important values that they thought should be included in any future Bridging style Projects and the following were identified as really important:-

- Trained experienced staff - must include personal care, being able to meet severe challenging behaviour needs, able to give 1:1 support, able to give medication etc.
- Inclusive, safe and secure, structured and regular sessions.
- Must be local and accessible by transport.
- Age appropriate peer mentors trained and needs led.
- Setting/ building important - having its own dedicated space.

Appendix 2

Conclusion

The Council were very honest and said their preferred option was Option 1, developing a community led approach. This option was most favoured by the parents and carers who attended though EVERYONE made it clear that where it was working it should continue i.e. Devizes and Salisbury hubs. There was major concern that in any future change the voice of disabled young people, parents and carers must be sought in the decision process at ALL levels especially if local area boards are going to receive the funding. Bridging Projects funding MUST remain ring fenced for disabled young people and not merged into the general funds for young people.

Recommendation

The WPCC recognises that the way services will be run may change but in such an event, the WPCC would be grateful if the following would be considered when commissioning the new service:-

- As with all other commissioned services for children and young people with SEND, the WPCC, in representation of nearly 1,000 parent carers across Wiltshire, is involved in the design and implementation of the news service from the outset.
- Full engagement with parent carers and young people is established as the new service is designed and implemented to ensure that Bridging Projects continue to meet the needs of the young people who will use them.
- As with all other commissioned services for children and young people with SEND, the WPCC is involved in quarterly service provider reviews to ensure the customer voice is heard and shapes the service as it develops and ensures positive outcomes for children and young people.

Appendix 2

Appendix 1

Comments that were submitted in writing, additional to the consultation events.

- However, while I was investigating this I found an online survey for young people to complete. Great, I thought!! I looked at it with a view to completing it with my daughter when she got in from school. As a service user I thought that her opinions would be really valuable to the Council. Apparently they're not! I was wrong! She wouldn't understand the questions for a start, not to mention the implications. The questions are too long, too complicated, far too involved and detailed, my daughter wouldn't have a clue and would be extremely confused by the whole thing. Even with my support.
- The Bridging Projects are unique, in that they bring together young people with a range of special needs and disabilities with mainstream young people, in a safe, secure, supportive, fun, loving, nurturing, familiar environment.
- My daughter doesn't have the opportunity to make friends with her mainstream peers in any other area of her life. This just happens when she goes to the Bridging Project as my daughter's learning disability is so severe that she can only access targeted and specialist services.
- The project is unique because it teaches these young people to respect each other and support each other. It teaches them the value of community.
- One day, last summer, I was out with my daughter, walking through a park in Salisbury to feed the ducks and have a picnic. We saw one of the lads from the Bridging Project and my daughter recognised him straight away and started to call his name out and wave. The lad is a mainstream young man who was with a group of his friends and I just expected him to acknowledge my daughter and move on. But he biked over on his BMX, left his friends, to come over and chat with us. He was genuinely interested in what we were doing, where we were going, how my daughter was feeling, what she'd been up to.... It was a very unique experience to have had with my disabled daughter! This situation would never have happened without the Bridging Project bringing these two 'worlds' together.
- And this is just ONE example of how the Bridging Project has impacted on my daughter's life in a very beautiful and positive way. The space offered by the facility on Wilton Road is incredible and really suits it's function as a centre for the youth of the community.

Appendix 2

There are so many rooms and spaces available for the various different groups and even a sports hall. But the best thing is that it is a youth development centre and the space is only shared with similar groups who will want to do similar things!

- Two hours is a nice length of time and very, very unusual.
- Another unusual aspect of the Bridging Project (here in Salisbury, at least) is that it continues to run through the school holidays. All of my daughter's other activities stop just before every one of the school holidays. During the school holidays, if nothing else, my daughter and I know that we can look forward to her Thursday night club.
- My concern if this was to move to the community campus would security. How can you be sure that these children wouldn't run out of the building? This is a very real danger with many of the young people who currently access this project. The whole idea of the community campus is that anyone from the community should be able to access it easily and use the facilities. But how can we ensure that OUR young people will be safe and secure inside at all times? These children can spot an open door in the blink of an eye. AND, how can we be sure that members of the public who shouldn't be able to be around our young people are kept away from these very vulnerable young people?

Appendix 3



Response of the Office of the Police and Crime Commissioner on the review of positive leisure-time activities for young people.

The Police and Crime Plan for 2013-2017, is sub titled “*partnership, pro-activity and prevention*”. Within the plan there are several key initiatives which are directed towards young people and the prevention of crime:

- Shared Community budgets
- Multi-agency-redesign of services to tackle ASB
- Launch of Police Cadet Scheme
- Promotion of school-related life education and youth offending preventative services.

Since the creation of the OPCC, my office has continued the survey work on crime and anti-social behaviour undertaken in Wiltshire. Wave 9 has recently been completed. Of particular interest to my office are the concerns of local people that relate to safety or the perception of safety within a community.

The first question within the survey requires residents to provide a “Yes” or “No” response to a **prompted** question about possible concerns in their local area.

Lack of facilities for young children continues to be the largest area of concern with over half of all residents surveyed confirming this is an issue.

Anti-social behaviour also remains a concern for over a third of all residents (34%). RWB & Marlborough are significantly less concerned than other area, recording 23% as having concerns.

Concern about unemployment has seen a significant drop from 39% to 32% since last year. RWB & Marlborough and Salisbury are showing positive exceptions for this measure whilst Swindon Central and Swindon West are both recording negative exceptions to the force average.

Following on from this we ask an unprompted question where residents are asked to mention any crime or ASB issues in their local area. “Young people hanging around” is consistently top of the concerns expressed. There has been a 2.9 percentage point (17.6%) increase in the proportion of residents who declared Young People Hanging Around is a problem in their local area (from 16.5% to 19.4%).

When broken down by gender there is no difference in the results. However, when viewing the results by age, we see there has been an increase across all age groups. Those aged 35-54 recorded the highest percentage with a quarter (25.2%) stating this is a problem in their local area. Those aged 55+ are least likely to say this is an issue whilst there has been a 4.3pp (27%) increase recorded for those aged 16-34. At sector level we see a very similar picture to the results for Waves 7&8 where the difference between the lowest and highest sector is more than double.

There have been increases across all sectors with the exception of the lowest three which have all seen a slight decrease. The highest increases are recorded for Swindon North (5.4pp / +29%) and Swindon East (4.2pp / +25%).

Our working hypothesis is that there is a correlation between the perception of a lack of facilities and the observation of a problem of young people hanging around.

As expressed in the consultation paper, I firmly believe that the solutions should be found in the community and “authorities” whether the OPCC or Council have a facilitating role. In the last financial year I set up an Innovation Fund for this purpose. The fund received 124 applications totalling £4.5m. The applications were assessed against the six objectives of the Police and Crime Plan, one of which is to reduce offending and reoffending.

Several of the successful bids demonstrated innovative approaches to engaging with young people. Whilst it is too early to evaluate these, I particular mention BIOS (Mobile Youth Club), Outboxing (Boxing Clubs), Swindon 105.5 (Broadcasting), “Our Place”, (Youth Cafe), Youth Adventure Trust, Wheels Workshop and Wiltshire Wildlife Trust, that latter making a firm connection between NEETS and crime.

Appendix 3

From the projects that were assessed, there was an underlying theme of developments that responded to the modern lives of young people and one that was shaped by their views. I believe that a major strength within Wiltshire Council is the Area Board network and the Youth Advisory Groups that report to it.

The Police and Crime plan recognises that my office, like Wiltshire Council, will receive less central funding in the next few years, and that spending priorities will be focus on the greatest risk or vulnerability. To that end it embraces the concept of Asset Based Community Development (ABCD), which entails communities doing things for themselves; and the enabling / support role of authorities especially around the inclusion of young people.

The key actions for delivery expressed at paragraph 95 of the consultation are fully aligned with the Police and Crime Plan, and this office would support the community led approach expressed in option D.

Angus Macpherson

14.4.14

Appendix 4

Youth Activity Review VCS Engagement Event

12 March, 2014

Present:

Name	Organisation
David Hughes	EPIC Pewsey
Carolyn Beale	Wiltshire CFVSF
Lizzie Whitbread	Salisbury Diocese
Simone Matthews	SPLASH
Jayne Moverley	SPLASH
Steve Crawley	Youth Action Wiltshire/Community First
Lynn Gibson	Youth Action Wiltshire/Community First
Peter Baxter	Wiltshire Compact
Pamela Woods	Relate Mid Wiltshire
Simon Futcher	The Bridge Youth Project
Jenny Oliver	Wiltshire Parent Carer Council
Steve Dewar	Bath/Wiltshire Youth for Christ
Richard Gamble	Wiltshire Council – Councillor
Laura Mayes	Wiltshire Council – Councillor (Cabinet Member)
James Fortune	Wiltshire Council – Commissioning & Performance
Damian Haasjes	Wiltshire Council – Commissioning & Performance

Format:

Damian Haasjes and James Fortune delivered a session where the key outlines of 4 proposed options for the future of youth activities in Wiltshire were presented and then discussed in two groups. Each group had a Wiltshire Councillor on it and a Wiltshire Councillor officer to take notes and support the discussion. Attendees were asked to consider each option from their organisations viewpoint and the wider view of the voluntary sector.

Notes from the groups

Group One Membership – – David Hughes, Pamela Woods, Simon Futcher, Jenny Oliver, Steve Dewar, Cllr Laura Mayes and Damian Haasjes.

Group Two Membership Carolyn Beale, Lizzie Whitbread, Simone Matthews, Jayne Moverley, Steve Crawley, Lynn Gibson, Peter Baxter, Cllr Richard Gamble and James Fortune.

Community Led Model

Group 1

- Concern that 4 part time Area Co-ordinators is not enough as this is a complex role and Youth Advisory Groups (YAGs) will need to be improved and would need continuing support (particularly as YAG membership will keep changing).
- Questioned whether there would be enough sensitivity in this model to local needs and issues.
- A heavy reliance on VCS organisations could be an issue as that in turn means a heavy reliance on volunteers. It is always difficult to get volunteers.
- How would different VCS organisations be made to work together e.g. Link is not interested in working with young people?
- This model would need LOTS of NON-VOLUNTARY support to make it happen.
- Specific Area Board Issues
 - Difficult for county wide VCS groups to get to all 10 ABs.
 - VCS not eligible for funding via current AB model (capital vs revenue)
 - How will education link with Youth work / positive activities?

Appendix 4

- AB's need to think about long term support of schemes and projects (sustainability, not just short term funding).
- How do VCS groups work across AB's to provide viable, cost effective services. How will this be balanced and managed against local politics, issues and decisions?
- Will money be spent wisely?
- Positives for the model
 - Would be great to get communities involved in young people's lives.
 - Opportunity to tailor services locally.
 - Opens door to VCS run long term projects.
 - Better scrutiny on performance.
 - Allows a real focus on youth work – not big admin/management, etc.
- Questions
 - How can AB's give money to religious groups? Christian youth groups are one of the biggest youth service providers in the county.
 - How can we tackle issues of bias, ignorance or prejudice? Elected members may need some education on certain youth related issues.
 - How can we apply for or fund volunteer training in this model? This would particularly apply to the quality mark.

Group 2

- Would this really be voluntary sector led? Feel like it would still be council led with the council trying to shape the voluntary sector into what it needs.
- Real concerns about the advisors. There is no way that 4 half time posts could cover all of Wiltshire and achieve what needs to be done. Would need at least 6-8 posts.
- Would really need to know the needs of each area and would rely on the use of non-funded non council facilities to work.
- County wide groups would really struggle under this model, particularly specialist groups such as young carers.
- May lead to better opportunities for partnership working.
- Some organisations already have a quality – would need to take this into account and possibly accept certain pre-established quality marks.
- Community groups may be disadvantaged against larger voluntary organisations.
- Would be good to use resources already in place e.g. Youth Action Wiltshire have a good picture of local groups and have a quality mark scheme.
- Long term and continuation funding would be issues in this model – sustainability!!
- Would be essential to map current services and know where there are gaps.
- Would need tight funding specifications which are well monitored to ensure the money is well spread out and goes to the areas of need, not the loudest shouters.
- Would need to see the details for the AB funding and would like to be able to contribute to this as a VCS.

Appendix 4

Outsource the Service

Group 1

- This could mean less change for young people.
- Concern that very few Wiltshire organisations could do this – would it then need to be a bigger national organisation who does not know Wiltshire?
- Christian organisations may find it restrictive for their beliefs.
- Would one organisation be able to manage one scheme across a diverse county?
- It would make youth work a business model; target driven, not relationship driven.
- Would any of the service remain universal??
- Charities tend to give more for their money. Some large organisations are prepared to run services at a loss to get the work/get foothold in a new local authority area, but would they provide a good service.
- It would be hard for new organisations to hit the ground running. Would take about two years to bed in so would need a long contract to make it viable.
- It just shifts responsibility from the council to another contractor without any real accountability.

Group 2

- You would lose locally led involvement.
- Easy option for the council. Not too much risk from their side, but hard to monitor impact and less likely positive impact for young people.
- Only larger organisations would really be able to take part in a tender of this size.
- Would be likely that professional out of area organisations would get involved so it would be important to ensure that local knowledge was included in the service specification.
- This would help the council to focus on outcomes and try to measure these.
- It is a risky model in regards to quality – if you get one bad organisation running the whole thing, it is hard to change. The community led model would be more diverse and engage a wider range of providers and organisations.

Staff Mutual

This model was not greatly discussed as at the time no staff had shown any interest in the development of mutual and time was limited.

Keep In-House but Spend Less

Group 1

- Too few places to meet would make the service meaningless to many young people due to geography.
- The voluntary sector would have to fill the gap left by reduction in service but they couldn't even afford the transport.
- Young people shouldn't have to travel a long distance to access youth services; it is a waste of time.
- This solution reduces young people's options and they would get less from this.

Group 2

- This is really a shift from universal services open to all, to a centralised services which are harder to access.
- Less of what we have and this model is open to further cuts.

Other Ideas and Wider Discussion

It is essential that the council fully understands the impact of a budget cut – has it fully examined the real impact on communities and young people. This may just lead to further money needing to be spent in other areas e.g. more specialised services or engaging with antisocial behaviour.

Possible option 5 ideas

Appendix 4

1. VCS could play a greater role in the delivery of activities, but would need support of the council to help enable them to do this e.g. co-ordinate training, help with funding applications and financial help for VCS infrastructure groups, etc.
2. Qualified youth workers working with the VCS in each area board area i.e. 18 youth workers, rather than 4 community workers and 8 targeted workers. More focus on community development and targeted services for most vulnerable.
3. Option 1 with a wider remit for how area boards give funding.

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Risk Log

Workstream/Project Name : Appendix 2

Workstream Lead / Project Manager :

Ref.	Risk	Cause / Impact
R001	The Council not meeting its 507B (Education Act 1996) statutory duty.	The council could shift its role from a direct provider to an enabler, with an enhanced role for the voluntary and community sector. Community area boards could have devolved responsibilities for coordinating a youth offer in their area. The voluntary and community sector & area boards may lack the knowledge, skills and capacity to take on this responsibility and this may lead to provision not being sufficient. In addition, there may be gaps or inconsistencies in provision in the transition from the existing delivery model to another. 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). There could also be negative impacts on public health.

R002	<p>Failure of the Council to meets its 507B (Education) Act Duty to consult, including ascertaining the views of young people and taking these into account.</p>	<p>Consultation is not comprehensive and inclusive, and does not provide young people and other stakeholders with sufficient information to make an informed choice. Feedback from the consultation process is not taken into account as part of the decision-making process. This may result in a situation where an operating model fails to meet the needs of young people, particularly those from protected characteristic groups. There is also the risk of potential legal challenge and damage to the council's reputation.</p>
R003	<p>Failure of the council to meet its Public Sector Equality Duties under the Equality Act 2010.</p>	<p>The consultation process is not comprehensive and inclusive and fails to capture the specific needs and views of young people from protected characterisitic groups. This could lead to a decision where a new operating model for positive activities fails to meet the needs of all young people, potentially leading to discrimination and legal challenge. Community areas (via area boards) could be devolved responsibility for making available a sufficient offer of positive activities and may lack the knowledge and skills they need to ensure compliance with the Public Sector Equalities Duties. This could lead to provision not being inclusive, resulting in potential discrimination and legal challenge.</p>

R004	Loss of local knowledge, expertise, skills, experience in the field of youth work and activities.	The possibility of significant staff redundancies of youth workers. This could result in a sufficient youth offer not being available as well as a decrease in early help interventions.
R005	Community area boards could divert funding for positive activities to other priorities in the community.	Area boards could be devolved responsibilities, including funding to make available a sufficient offer of positive activities. Checks and balances to ensure that this funding is targeted on young people may not be in place. This may result in a sufficient offer of positive activities not being made available within a community area. The council's 507B statutory duty (Education Act 1996) may therefore not be met.

R006	Potential risk being unable to safeguard young people from harm or signpost them to appropriate services and support.	The council could shift its role from a direct provider to an enabler. This could result in fewer young people who are vulnerable and at risk of harm being identified within universal settings. This could result in poorer outcomes for young people and failure to identify & address the needs of young people at an early stage may cost the council more in the longer term as a result of more costly interventions by targeted & specialist services. Voluntary and community sector organisations may not have the skills and ability to recognise early problems that young people have, leading to poorer outcomes for young people.
R007	Savings target for Early Intervention, Youth and Prevention not achieved.	Delay to change programme implementation due to significant time constraints and the need to appropriately consult.

R008	Insufficient operational children's services management capacity to deliver the change programme.	Reduction in management capacity through earlier voluntary redundancy has reduced management capacity to deliver the HR programme to staff as required by organisational policies and procedures and by law.
R009	Reputational damage to the council (created by public reaction to proposals) which might be linked to them not being understood or accepted.	Failure of public to understand the 'new' operating model. Community area board could fail to take on responsibility for making available positive activities should a community-led option be selected. Council operational estate could close in some areas.

R010	Potential for council being unable to meet its responsibility to track the 16-19 cohort re: participation in education, work or training.	The youth work team contributes to tracking destinations and any reduction in staffing may reduce the capacity of the Early Intervention, Youth and Prevention Service to satisfy this responsibility. Youth workers have access to the Integrated Youth Support Service case management system to update destinations information for young people they come into contact with. They also undertake field tracking work. Effective tracking of the cohort is an important duty for the local authority and failure to meet this could result in inaccurate participation data and potential DfE intervention and negative media affecting the council's reputation.
R011	Timescales for completion and sign off of the cabinet report and implementation of a new operating model may not be met.	The timescales for drafting the cabinet report and operating model are tight. This may mean that internal democratic and governance processes are not adhered to, without approval from relevant service areas. Failure to complete the cabinet report on time will result in a delay in the decision making process which will impact the ability to achieve the savings target and potential anxiety for affected staff. There may not be sufficient time to robustly analyse the stakeholder consultation feedback and make available this information to cabinet in an appropriate way for them to consider in their decision making process, as well as identify all equality impacts.
R012	Risk of reputational damage as Locally Held Accounts are addressed in each individual area.	Locally held accounts hold funds which have been raised for particular communities to use for positive activities. These accounts will need to be addressed as part of the transition to a new operating model. The failure to address this sensitively, fairly and in consultation with communities may adversely affect the council's reputation and lead to complaints from community areas, particularly if funds are absorbed centrally.

**Review of
Positive Leisure**

Appendix 2

Lauren White

<p>Risk Owner</p>	<p>Controls fully in place to manage the risk</p>
<p>Children's Services Commissioning (James Fortune)</p>	<p>A community mapping exercise has been undertaken across the county at a local level to help identify voluntary and community sector providers of positive activities, as well as suitable space/facilities for young people. This has identified a broad range of VCS activity and community assets. Area board governance and processes are already established. Area boards could be issued with guidance from the Leader to ensure that any devolved funds are appropriately targeted. The council provides a wider offer of support to young people through its early intervention, youth and prevention service, focused on those in most need of support. The council will continue to provide targeted support for vulnerable young people as well as coordinate positive activities for disabled young people (currently known as bridging projects). Trained youth officers could be available to enable and facilitate the development of positive activities at a local level, assisting area boards and voluntary & community sector organisations. Local Youth Networks could also be established, bringing key stakeholders together to coordinate a local youth offer, tailored to needs. Community campuses have the capacity to include suitable space for young people where communities want this. Project governance includes representation from the legal team to ensure that legislation is interpreted correctly and complied with. The council also makes available a wide leisure offer.</p>

<p>Children's Services Commissioning (Christina Gregory)</p>	<p>An extensive ten week consultation took place from 3rd February to 14th April 2014, which sought opinion from young people, staff, voluntary and community sector organisations, communities and other stakeholders on four options for the future delivery of youth work and activities. Alternative proposals were also invited throughout the consultation process. The consultation was widely promoted and undertaken across the county via a media (including social, print and broadcast media) campaign, online and paper based survey's, direct texting to over 20,000 young people, website coverage, stakeholder focus groups (including those with protected characteristics), schools, face to face meetings and events, community area board meetings and by means of a comprehensive scrutiny review led by the Children's Select Committee. The consultation was facilitated by the council's voice and influence team, with staff engagement being led by the Head of Service for Early Intervention, Youth and Prevention. The council's legal team have had ongoing oversight of the consultation process, to ensure it is comprehensive and legally compliant. A comprehensive consultation outcomes report has been developed which provides an analysis of stakeholder feedback. This has been made available to cabinet to consider as part of their decision-making process. Area boards could be expected to pay due regard to their local strategic needs assessment to ensure that provision is targeted to meet local needs.</p>
<p>Corporate Support Function (Jane Graham); Communities (Steve Milton)</p>	<p>A comprehensive and inclusive consultation has been undertaken, which has included a focus on young people from protected characteristic groups. Data on young people from protected characteristics as well as their views have been evaluated in a thorough consultation outcomes report and equality impact assessment. This information will be made available to cabinet members to inform the decision making process. A comprehensive Equality Impact Assessment has been completed, with oversight from the council's equalities officer and legal team to ensure legal compliance. This is a working document which is regularly updated to take account of equality impacts. This will be made available to cabinet members to inform the decision-making process. Community area boards could be given robust guidance from the Leader to ensure they pay due regard to the Public Sector Equality Duties. Community Youth Officers will assist area boards to ensure they understand and meet these duties. Training will be offered to community area boards to support this. Area boards will be expected to pay due regard to their local strategic needs assessment to ensure that provision is meets local needs. Proposals include a requirement for Area Boards to work closely with the local multi-agency forums to identify and prioritise young people with protected characteristics.</p>

<p>Operational Children's Services (Mal Munday)</p>	<p>A community mapping exercise has been completed 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 youth officers could assist Community Area Boards in making available a sufficient offer of positive activities (enabling function) with a focus on building their capacity, skills and knowledge. The council aims to minimise redundancies and any new roles which are created will require staff to be appropriately trained. The council will continue to provide targeted youth support to young people who are vulnerable and coordinate positive activities for disabled young people (currently known as bridging projects). Staff who are affected by redundancy and wish to setup their own business, trading their services to area boards for example, will be provided with appropriate support to do so from the Wiltshire Business Support Service.</p>
<p>Communities (Steve Milton)</p>	<p>Implementation will include the provision of guidance from the Leader to ensure that funding is targeted appropriately. This may include funding being ring-fenced for positive activities and a proportion devolved to local young people. Guidance could also include appropriate checks and balances to ensure area boards provide evidence of how funding is being used and what impact this is having in their community on young people. Community youth officers will assist area boards to ensure that funding is spent appropriately. Area boards will be expected to pay due regard to their local strategic needs assessment to ensure that funding is targeted appropriately to meet local needs. Proposals included to ensure young people are involved in funding decisions through participatory budgeting.</p>

<p>Operational Children's Services (Mal Munday)</p>	<p>Trained community youth officers could be available to provide young people with access to age appropriate information, advice and guidance. They could be a 'go to' person within communities for youth related issues and help signpost young people to appropriate services and support which is right for them and their needs. The council will continue to provide targeted youth support to young people who are most in need , identifying vulnerable young people and helping them to build resilience, reduce risky behaviours and achieve positive outcomes. The council also makes available a wider youth offer through its early intervention, youth and prevention service. Community youth officers could also enable voluntary and community sector organisations to enhance the quantity and quality of positive activity provision, and offer training to help them identify problems early on and signpost accordingly. 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 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 if selected 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. Guidance for area boards from the Leader could be developed to ensure that area boards take into account the need to safeguard and protect the welfare of children and young people when making decisions about positive leisure-time activity provision. A quality mark scheme could also be developed to help quality assure local providers of positive activities to provide safe environments for young people. This information could be made available to area boards to help them select accredited providers. Community youth officers could work in collaboration with VCS infrastructure organisations to skill up the VCS sector through training covering safeguarding, child protection, early intervention, safe recruitment identifying young</p>
<p>Operational Children's Services (Mal Munday)</p>	<p>Project management approach in place, with clear governance arrangements in place, led by the Programme Office, with dedicated project support. Budget amendment at Full Council (25/02/2014) reduced savings target by 50% (full-year effect).</p>

<p>Operational Children's Services (Mal Munday)</p>	<p>Management cover staffing options agreed with Associate Director. Timescales already adjusted. Project management approach in place, with robust governance arrangements to support delivery of programme. We anticipate concentration of work between the 21/05 to 10/06 and management support for this period of time will need to be reviewed.</p>
<p>Communications (Laurie Bell)</p>	<p>Comprehensive communications strategy in place. Project management approach in place, with robust governance arrangements, including oversight by senior officers and cabinet members. Community areas consulted on proposals as part of a comprehensive consultation process. Guidance could be issued to community area boards to ensure they fulfill their responsibilities. A robust strategy and plan is in place to oversee any impact on council owned operational estate, supported by a community mapping exercise which has helped to identify other community assets that might provide suitable alternative space for young people.</p>

Operational Children's Services (Mal Munday)	A call centre is in place to support tracking work. This could be scaled up to compensate for any loss in capacity. Information sharing arrangements could be strengthened further to negate the need for phone and field tracking work. A tracking coordinator and support staff are in place to manage the tracking function, with reach across the council. Use of Social Media in this context. Voluntary and community sector providers of positive activities could be given restricted access to the IYSS database to update destinations, achieving this is a work in progress.
Programme Office (Lauren White)	Robust project management approach in place, with clear governance arrangements, and oversight from senior officers and cabinet members. Comprehensive project plan in place managed by a dedicated project officer. Timescales have already been adjusted and the cabinet decision delayed until May to allow for sufficient time to analyse consultation feedback and draft the cabinet report. A special cabinet meeting has been organised. The implementation date for a new operating model has also been adjusted to 1st October 2014 to give sufficient time for HR processes to be completed. A project management approach will continue through to the implementation process, with a comprehensive implementation plan, led by the Programme Office.
Operational Children's Services (Mal Munday)	Senior officers are developing an approach, including a set of key principles for managing locally held accounts, this is an implementation issue.

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Target Risk Ratio	Impact	Likelihood	Risk score	Level of risk
	3	2	6	Medium

2	2	4	Low
3	2	6	Medium

3	2	6	Medium
3	2	6	Medium

2	2	4	Low
3	2	6	Medium

3	2	6	Medium
3	2	6	Medium

3	2	6	Medium
2	2	4	Low
3	2	6	Medium

Wiltshire Council

Children's Select Committee

29 April 2014

**Final Report of the Positive Leisure Time Activities
for Young People Task Group**

Purpose

1. To present the conclusions and recommendations of the Positive Leisure Time Activities for Young People Task Group for endorsement.

Background

2. On 21 January Cabinet considered a part 2 report proposing that it reviews how it meets its statutory duty to secure young people aged 13-19 access to sufficient positive leisure-time activities that improve their wellbeing, and sufficient facilities for such activities. The report sets out a range of options, with a provisional recommendation to develop a community led approach, subject to formal consultation. The Cabinet report (amended to be appropriate for a part 1 meeting) is attached at **Appendix 1**.
3. The report stated that the proposals should be robustly scrutinised by the Children's Select Committee. On 28 January the Committee established a task group to respond to the consultation and this was endorsed by the O&S Management Committee on 5 February 2014. Responsibility was delegated to the Children's Select Committee chairman and vice-chairman for making the necessary arrangements. Following established protocol, all non-executive members were invited to express an interest in sitting on the task group. The chairman and vice-chairman then selected the membership to as far as possible achieve a geographical and political balance.
4. It should be noted that the report to Cabinet on 21 January referred to a targeted reduction to the Integrated Youth Service 2014/15 budget of £500,000. However, when the 2014/15 budget was considered by Full Council on 4 February it was agreed that this reduction would be reduced to £250,000 through savings found in other areas.
5. The final decision on which option will be adopted will be taken by Cabinet on for 15 May 2014.

Methodology

6. The Task Group comprised the following membership:

Mr Kaylum House (Young People's rep on the Children's Select Committee)
 Cllr Jon Hubbard (Chairman)
 Cllr George Jeans
 Cllr Jacqui Lay
 Cllr Howard Marshall
 Cllr Pip Ridout

7. From the outset, the Task Group sought to work towards the following outcomes:
 - a) Providing the positive leisure time activities that young people want (in line with Section 507B of the Education Act 1996)
 - b) Providing young people with opportunities to develop
 - c) Ensuring all young people are aware of the activities available in their area
 - d) Ensuring access to youth work and positive leisure time activities for all young people, including those from groups vulnerable to exclusion
 - e) Ensuring safe accessibility to safeguarding and early intervention services
 - f) Exploring the unintended consequences of any proposals
 - g) Ensuring our youth workers have the appropriate skills and training
 - h) Exploring opportunities for partnership working and other funding opportunities

8. The Task Group met on six occasions and received written and verbal evidence from the following witnesses:
 - Cabinet Member for Children's Services
 - Portfolio Holder for Schools, Skills and Youth
 - Cabinet Member for Campuses, Area Boards, Libraries, Leisure and Flooding
 - Portfolio Holder for Area Boards
 - Chairman of Royal Wootton Bassett Area Board
 - Representatives from Community First and Youth Action Wiltshire
 - 11 youth workers currently employed by Wiltshire Council, from a variety of posts and locations
 - Associate Director, Children's Social Care and Independent Youth Service
 - Head of Service: Early Intervention, Youth & Prevention
 - Lead Commissioner, Commissioning, Performance and School Effectiveness
 - Project Manager, Transformation Team

9. The Task Group also held a focus group session with 15 young people from across Wiltshire. These included service-users and non-service-users, and representatives of the council's disabled young people group, Lesbian Gay Bisexual and Transgender (LGBT) group, Young Commissioners, Wiltshire Assembly of Youth (WAY) and the Children in Care Council. Members interviewed the young people about what was important to them in terms of youth work and activities.

10. The task group wish to express their gratitude to all of the witnesses for making themselves available to assist with this overview and scrutiny review.

Findings

General comments

11. It was reported to Cabinet on 21 January that only 8 percent of the 13-19 population access the council's Youth Development Service¹. The task group questions whether this figure is accurate as it reflects only those young people who are formally registered with a council-run youth centre. The task group has received evidence suggesting that there are some young people who engage with the Youth Development Service and are not formally registered, for example those engaging with street-based youth work, skate park committees and outreach work in schools. The average estimate of the youth workers interviewed was that a further 12 percent of young people had some unrecorded contact with the service. The 8 percent figure quoted also refers to a period during exam season and school summer holidays when youth clubs are traditionally at their quietest. These omissions may have led to a pessimistic picture of the current reach of the youth service being presented.
12. The report to Cabinet referred to a further report being forthcoming in April once formal consultation with young people, affected staff and other key stakeholders had been undertaken. The task group welcome the announcement that the decision-making timescale has been extended and that the second report to Cabinet will now be considered at an extraordinary meeting on 15 May 2014.
13. The task group acknowledges that financial pressures and employment regulations have to some degree dictated the pace of the review of activities for young people. However, it remains concerned that the timescale being followed risks major changes being made without time for their implementation or impact to be fully considered. There is a lack of detail about how the preferred option for remodelling the youth service would work in practice. **A significant concern is how young people currently engaged with the youth service, some of whom rely on established relationships with their youth workers, would be supported through any transition period.**
14. The report to Cabinet (in Appendix 3) references several local authorities who have significantly reduced their in-house youth service or are in the process of doing so. However other youth service models where spending has been maintained or increased do not appear to have been integrated into the review and could also have been used to develop the four options now out for consultation. From 2009 Surrey County Council, undertook a three-year root-and-branch review of its youth service that yielded 25% (£4.5M) savings with no youth centres being closed and no youth workers being made redundant.

¹ Represents 3,585 individuals covering the period 01/04/2013 to 30/09/2013.

15. Though some youth service models adopted by other local authorities are briefly described, the report to Cabinet does not contain evidence of what has been learned from these models or which are examples of good practice that Wiltshire could benefit from.
16. The task group regrets that the Cabinet did not involve overview and scrutiny in its review of activities for young people at an earlier stage. Doing so would have enabled non-executive members to contribute to designing the options now out for formal consultation. This may have addressed many of the concerns raised in this report and prevented the anxiety now felt by stakeholders across the county, particularly young people.
17. One regrettable consequence of the review is that some officers in the Integrated Youth Service now feel that their contribution is not valued by members of this council. The task group's own investigations have actually highlighted the positives of the work of the service and how valued it is by young people.

Options presented to Cabinet

18. The 21 January report to Cabinet presented four options for the future of the Youth Development Service, with 'D' being proposed as the preferred option:

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

Option B – Outsource the service

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

Option D – Develop a community led approach

19. The Children's Select Committee were invited to respond to the consultation, so the task group have focused on addressing each of the four options. Because Option D is preferred, more emphasis has been placed on considering this in detail. However, members also looked at the viability of Options A, B and C.

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

(described in paragraphs 41-47 of the report to Cabinet)

20. It is reported that this 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) and these hubs would take on a developmental role in the delivery of local positive leisure-time activities.
21. The task group agrees that, although this option would to some extent retain the knowledge and skills of the existing workforce, the significant reduction in staff posts would greatly reduce the service's capacity. It would also make the required savings difficult to achieve, particularly when taking into account the terms and conditions of existing staff, and it is unlikely that such a model would be sustainable in the longer term.

22. A four hub model could diminish the use of important local networks and could have a negative impact on young people living in rural areas without good transport links.

Option B – Outsource the service

(described in paragraphs 48-55 of the report to Cabinet)

23. This option would involve developing a new service specification and holding a competitive tendering exercise to identify and select a preferred provider. There would be the option to select a number of providers to deliver in different parts of the county.
24. The task group agrees that under Option B, securing one overall provider to cover the whole county would be unlikely, resulting in multiple contracts that could potentially prove difficult to manage. New providers may also lack local knowledge and may not have the infrastructure in place to deliver sufficient provision in rural areas, concentrating instead on the large urban towns.
25. The task group is also concerned that Option B could end up costing more for less overall provision due to the hidden costs. The current Integrated Youth Service access many council services essentially for free and this would not apply to an external provider.
26. There is a risk that the bidder who pitched lowest and shouted loudest would win the contract. Profit-led businesses might also neglect the less lucrative areas of provision, such as in rural areas.
27. The Council has had previous experiences of outsourced services coming back in-house due to poor performance.
28. The timescale of the review also means that outsourcing the service does not appear to be a viable option.

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

(described in paragraphs 56-62 of the report to Cabinet)

29. Under this option a service specification and contract would be developed between the council and the mutual, shaped by key stakeholders and managed by commissioners. A payment by results funding system could be used where payments are made to the mutual based on the outcomes achieved.
30. The task group agrees that this option could empower staff to take ownership of the youth service, 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.

31. The task group would also be concerned that the business skills and knowledge required to manage a youth service are very different to those required to deliver youth work.
32. The task group is not aware that this option has been actively encouraged or supported by the council and therefore it does not seem a viable option at this stage of the review.

Option D – Develop a community led approach

(described in paragraphs 61–117 of the report to Cabinet)

33. The task group recognises that this is the Cabinet’s preferred option. Under this model community areas would have an annual budget for youth activities, and would consult with young people to identify local needs and priorities and decide how this resource was deployed. This approach would involve the council moving from a direct provider of youth activities to an enabling role supporting VCS groups to provide activities using funding distributed by area boards.
34. Option D means that 50.3 FTE posts in the current integrated youth service would be made redundant (affecting approximately 144 staff), with some redeployment opportunities being available. It also includes the creation of several new posts described as follows in the report to Cabinet:
 - 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.”

Budgets

35. Under Option D, a youth activities budget for each community area would be set and distributed using the existing youth work or area board funding formula, taking into account factors such as population, deprivation and sparsity. Funding in the form of grants would be available for individuals and community-led groups to set up new youth projects. The task group welcomed clarification that this money would be revenue funding, ringfenced for use on positive activities for young people.
36. At present many VCS groups providing positive activities for young people energetically fundraise in order to do so. The task group are concerned that

under Option D, some of these groups would understandably rely on the new funding available from area boards and reduce their wider fundraising efforts. This would effectively yield the same number of activities as currently provided by VCS groups, but at a higher overall cost to the council. The task group has received no details of what measures will be put in place to mitigate this risk.

37. In 2012/13 Wiltshire area boards spent a total of £291,000 on activities or projects for young people through their (non-ringfenced) grant allocations. Under Option D, area boards will have to spend the new ring-fenced funding on youth activities, but may spend their non-ringfenced grant allocations on something else. The increased funding available at community level would therefore be benefiting other priorities at the cost of activities for young people. **There is therefore a significant risk that the cut to spending on positive activities for young people would effectively be increased by £291,000k. The task group has received no details of what measures will be put in place to mitigate this risk.**
38. The task group has not received details of the criteria that will be used to determine which schemes could be considered to be providing a positive leisure time activity under Section 507b and therefore be eligible for the ring-fenced funding. The task group are aware that at present some area board funded initiatives with only a partial connection to young people are recorded as being 'for young people'.
39. The Integrated Youth Service uses a range of services provided by other council departments effectively for no fee, such as legal advice, HR and payroll. Some VCS groups may have appropriate infrastructure in place, but the task group are concerned that there would be gaps. Communities and less established VCS groups may struggle, for example, with the costs of additional DBS checks and the financial and legal responsibilities of employing members of staff, such as obtaining public and employer liability insurance. The Integrated Youth Service also have use of the council's fleet of Multi Purpose Vehicles (MPVs) and it would need to be ensured that these were available to be used by VCS groups. Prior consultation with young people has shown that transport can be a major barrier to accessing positive leisure-time activities. These could all represent additional hidden costs that would reduce the funding VCS groups could spend directly on positive activities for young people.

Strategic oversight

40. Under Option D, each area board would establish a sub-group to oversee the development and provision of activities for young people in their community area. The sub-groups would be based on the model currently used for Community Area Transport Groups (CAT-Gs) and would make recommendations to the area board and also monitor local provision.
41. The task group notes that CAT-Gs receive comprehensive support from Highways officers and are given clear guidance on how their budgets can be

used. Most elected members are not experts in commissioning activities for young people and would need equally comprehensive support and a clearly defined role to meet this new responsibility. As the report to Cabinet states, there would need to be careful consideration of area boards' understanding of the consistency and application of the Public Sector Equality Duty (PSED) to ensure equality of access and inclusion and of Section 507B of the Education Act 1996 to secure access to sufficient positive leisure-time activities. Without appropriate support, there is a risk that some types of activity or group, such as sports clubs, could predominate, leaving the needs of some young people unmet.

42. The report proposes that for the 18 area boards (covering 20 community areas), 4 new part-time Community Development Youth Advisors (2 FTE) would carry out this supporting function, with some additional support potentially being available from Sports Development Officers. The task group is not convinced that this would be a sufficient resource for the scale of this task, particularly during a transition period when area boards would be developing their local offers.
43. Youth workers coordinate Youth Advisory Groups (YAGs) across the county (the task group recognises that some area boards have more than one YAG), involving young people in shaping local services and activities that affect them. Under Option D, YAGs would be coordinated differently with several youth participation events or workshops taking place annually in each community area. It is proposed that four part-time Community Development Youth Advisers would provide officer support to YAGs countywide. The task group are not convinced that this would be a sufficient resource. A key message from consultations with young people is that they want their YAG, where they exist, to have greater influence, so any change to how they are run and supported must be properly thought through and costed. The task group is concerned that in areas where YAGs have not been established there would not be sufficient resource for developing new groups.
44. Youth workers and representatives from the VCS youth sector, have reported that while most VCS youth groups deliver their provision through volunteers, this provision is often underpinned by advice and leadership from the council's Integrated Youth Service. As part of its own consultation response, the VCS group Youth Action Wiltshire compiled an extensive list of the support provided by the Integrated Youth Service to VCS youth groups across the county. There is a risk around the ability of some VCS groups to continue to function effectively were the current youth service to be diminished.

Targeted Youth Work and Safeguarding

45. The report to Cabinet states that 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 Workers. The task group is concerned that the proposed removal of 50.3 FTE posts undertaking universal work and their effective replacement with 8 Youth Support Workers

undertaking targeted work (plus 4 part-time posts with other duties) would actually represent a reduction in the number of genuinely early interventions taking place.

46. Under Option D, more resources would be directed toward VCS youth groups providing activities for young people. However, witnesses interviewed including youth workers, VCS youth groups and young people, cite an important difference between “activities for young people” and “youth work” – a difference not referred to in the report to Cabinet. While the value of the leisure time activities provided by VCS groups is not in question, the central purpose of many of them is to develop a specific skill or interest (football or theatre, for example). Although these opportunities are undoubtedly beneficial, their central purpose is not to proactively protect and develop young people’s general welfare and emotional wellbeing.
47. The report to Cabinet states that a quality mark scheme would be developed for VCS providers of positive leisure-time activities and that through an accreditation exercise, providers would need to meet certain criteria in order to achieve the quality mark. The task group supports any measure for supporting VCS youth groups to meet appropriate safeguarding standards. However, having robust child protection procedures in place is different to undertaking youth work that is focused on developing and supporting young people’s general welfare. Unless the quality mark scheme proposed was prescriptive enough to ensure that providers delivered this kind of youth work (as opposed to specific activity-based provision), it would not lead to an offer that is equivalent to the current Integrated Youth Service.
48. By introducing a quality mark scheme the council would effectively be taking a responsibility for ensuring the quality and safety of activities provided by VCS groups. The task group is concerned that the report to Cabinet does not describe how such a scheme would be managed or maintained or how assessments of individual providers would be undertaken. **Inadequate implementation of such a scheme could potentially expose the council to significant financial and reputational risk, and more importantly inadvertently expose young people to significant harm due to young people and parents incorrectly believing quality-marked provision to be safe.**
49. Open access youth work gives young people the chance to speak to youth workers if and when they feel ready to. Young people have told the task group that many VCS youth groups are run by volunteers from the local community and that they would be less likely to confide in them due to their potential links with family or school. Such local youth group leaders are also not necessarily trained to recognise signals that could indicate a young person would benefit from further help or have a good working knowledge of the targeted services available and the referral mechanisms for accessing them.
50. As stated in the Cabinet report, the lives of young people have changed considerably in recent years with the expansion of home entertainment and social networking. It is also acknowledged that not all young people view

council-run youth centres favourably. However, many of the young people interviewed engage with the Integrated Youth Service primarily to access supportive relationships with youth workers and other young people in a safe environment. This was particularly the case with young people who are less confident and find accessing some forms of activity-based youth provision (for example, sports) intimidating. These relationships in themselves represent important early intervention work that may reduce the possibility of young people needing targeted services further down the line.

51. The task group also understands that many of the VCS groups providing activities for young people have long waiting lists due to demand outstripping supply. Evidence received from VCS groups has demonstrated that while many groups have a willingness to deliver they lack sufficient volunteers to fulfil this. The task group is concerned that it has not been demonstrated that enough suitable volunteers with a specific interest in the challenges presented by youth work can be found. Neighbourhood police officers have also expressed concern that a consequence of any reduction to the provision of activities for young people could be an increase in antisocial behaviour (ASB) or in the perception of ASB.
52. The task group are unclear about what the relationship would be between the council and VCS youth groups (both existing and new) with regard to the sharing of personal data. Currently council youth workers work closely with council social workers to safeguard young people and this involves some degree of data sharing. The task group would like clarification on whether, under Option D, equivalent arrangements for VCS youth workers would need to be explored.
53. It has been reported that the Integrated Youth Service has historically not instigated a significant number of Common Assessment Frameworks (CAFs) or Single Agency Referral Forms (SARFs). This has been cited as evidence that there has been limited targeted youth work undertaken. The task group questions this conclusion for the following reasons:
 - a) It has been reported that as at 4 February 2014 the youth development service had only 15 CAFs open, while secondary schools had 272. This would appear to be a significant difference until one considers that secondary schools have contact with almost all 11-16 year olds in the county and that their contact time with each individual is significantly more than any youth service could hope to achieve.
 - b) CAFs and SARFs are appropriate for young people who may require a tier 2 service (see **Appendix 3** for a guide to tiers of need). The task group questions whether it is meaningful to use a tier 2 measure to judge the success of the Integrated Youth Service, which is at present a tier 1 (i.e. universal) service.
 - c) Rather than suggesting a lack of impactful activity, a low number of CAFs and SARFs being raised by youth workers could equally demonstrate the

positive impact of the preventative work they do with young people before they reach the tier 2 threshold of need.

54. The task group is concerned that the proposed 8 Youth Support Workers will act as quasi social workers carrying caseloads of young people who have reached the tier 2a and 2b threshold of need. This would mean that they were not engaging with young people until they reach some degree of crisis. Therefore the task group does not view this as true early intervention work. Recent data provided by officers shows that between 1 April and the end of September 2013 3,585 13-19 year olds engaged with the youth development service. These contacts are not formally recognised as 'casework', but may represent important preventative work. It is acknowledged that, although outcomes from this kind of low-level, preventative work are difficult to record and measure, the Integrated Youth Service must improve its ability to demonstrate its value.
55. Under Option D, a young person identified by a VCS group or other party as needing targeted support would presumably be referred to one of the 8 proposed Youth Support Workers. Given the scale of the county, it is unlikely that the Youth Support Workers would have substantial existing relationships with the young people referred to them. This concerns the task group because young people have reported that this would make them less likely to give youth workers their trust and accept the support offered.
56. The purpose of the proposed Youth Support Worker role is de to strengthen local safeguarding arrangements by providing early help to the most vulnerable young people (and coordinating the delivery of targeted youth activities for young people with learning difficulties and disabilities). It has been confirmed that this is a different role to the council's Adolescent Support Workers, who work with young people at the edge-of-care or tier 3 level of need.
57. In summary, the task group is concerned that Option D represents a move away from truly preventative work and towards intervention at a later stage when the consequences for the young person, the community and public finances are likely to be worse. The task group celebrates the non-targeted work that the council is already undertaking with young people, such as the development of the YAGs. Wiltshire is now reaping the benefits of this long programme of activity with young people playing an increasing role in shaping their communities. An approach of significant upfront investment for long-term reward is also evident in the council's community campus programme. The task group sees no reason why the same approach should not be taken to working with young people and the task group is deeply concerned that the preferred option risks saving money now to spend more later. Of greater concern is the significant negative impact on young people's lives if access to supportive relationships with youth workers is reduced.

Further comments

58. The report to Cabinet states that some staff affected by redundancy could be reemployed by town or parish councils to continue to undertake youth work. Town and parish councils are already being asked to take on additional responsibilities and may struggle with the further responsibility of commissioning activities for young people. While larger town councils might play a role in youth services, smaller parish councils would struggle to do so. Even if a town or parish council was minded to contribute, the likely introduction of a cap on their precepts would hamper their ability to do so in a meaningful way. It should also be noted that providing positive leisure time activities for young people is a legal duty of the council and not of town or parish councils.

Option D – summary of concerns

59. In summary, the task group are concerned that Option D in its original form could lead to:

1. An overall reduction in the provision of positive leisure time activities for young people due to a) the loss of open-access youth work, and b) the swallowing-up of the proposed new area board funding for youth activities (due to factors set out in paragraph 35 to 39);
2. A less coherent offer of positive activities that does not meet the needs of all young people in Wiltshire, particularly those from vulnerable groups;
3. A reduction in capacity for developing new YAGs, supporting existing YAGs and a consequent reduction in young people's ability to shape the services in their communities;
4. A significant negative impact on those VCS youth groups that currently rely on the support and advice of the Integrated Youth Service to operate effectively;
5. A reduction in young people's ability to access supportive relationships with trained youth workers;
6. A reduction in the preventative work currently being done by youth workers and a consequent increase in later interventions once the young person has reached a higher level of need, with the potential for significant long-term impacts on the young person, their community and the public purse.

Option D+ (an alternative model)

60. The task group has concerns about the four options proposed to Cabinet but also accepts that reforms are needed to the council's current youth service: Hitherto the council has not measured the impact of the youth work it has provided adequately, due in part to inconsistent record-keeping across the service. The council is therefore at risk of taking decisions about the future of the youth service based on incomplete or unreliable data.

The task group has therefore considered whether an alternative service model could retain the strengths of the current Integrated Youth Service, address existing weaknesses, mitigate the risks of the preferred option, and transform the service to increase community involvement in activities for young people by giving area boards greater commissioning responsibilities. The example model set out in **Appendix 2** is intended to demonstrate that this can be achieved whilst still making the necessary savings from the budgets in scope. The model includes a named youth worker for every community area, retains Youth Support Worker resource for providing early help to the most vulnerable young people and working with young people with learning difficulties and disabilities, creates youth worker apprenticeship opportunities for 9 young people and still leaves £365,100 to be allocated to area boards to spend on positive leisure time activities for young people in their community areas.

Recommendations

In forming a response to the consultation on positive leisure time activities for young people, the task group has considered the four options proposed to Cabinet and commented on each. Having considered the evidence, the task group recommends that:

- 1. Option A is not implemented for the reasons set out in paragraphs 20 to 22 of this report;**
- 2. Option B is not implemented for the reasons set out in paragraphs 23 to 28 of this report;**
- 3. Option C is not implemented for the reasons set out in paragraphs 29 to 32 of this report;**
- 4. Option D is implemented only if amended in the following ways:**
 - a) Robust measures are put in place to ensure that the proposed ringfenced funding available to VCS youth groups through area boards supplements, rather than replaces, VCS groups' existing sources of funding. (see paragraph 35)**
 - b) Robust measures are put in place to ensure that the new ringfenced funding supplements, rather than replaces, area boards' existing (non-ringfenced) funding for positive activities for young people. (see paragraph 36)**
 - c) Appropriate criteria are designed to ensure that the area board funding ring-fenced for youth activities is only used for activities and schemes of genuine benefit to young people in line with guidance under Section 507B of the Education Act 1996(see paragraph 37)**
 - d) Consideration is given to the council services currently accessed by the Integrated Youth Service effectively at no cost to the Service and steps**

are taken to avoid these becoming additional hidden costs to VCS youth groups as their role in providing positive leisure time activities for young people increases. (see paragraph 39)

- e) Consideration is given to establishing a mechanism by which communities can employ a youth worker through the council, providing a way in which employment issues can be effectively and affordably managed. Public and employer liability insurance should also be taken into account when developing this framework. (see paragraph 39)
- f) Mechanisms are put in place to monitor what positive activities for young people are provided in each community area to ensure that an appropriate range for all young people is provided and the Public Sector Equality Duty (PSED) and responsibilities under Section 507B of the Education Act 1996 are met. (see paragraph 41)
- g) The proposed area board sub-groups responsible for developing youth provision are given clear and specific parameters to work within and clear guidance on how their ringfenced youth activity budgets can be spent, in line with the Public Sector Equality Duty (PSED) and Section 507B of the Education Act 1996 (see paragraph 41)
- h) The proposed level of support for the area board sub-groups responsible for developing youth provision is enhanced significantly to ensure that an appropriate range of positive activities for all young people is provided and the Public Sector Equality Duty (PSED) and responsibilities under Section 507B of the Education Act 1996 are met across every community area. (see paragraph 42)
- i) The proposed level of support for Youth Advisory Groups (YAGs) is enhanced significantly to ensure the continuance and growth of the valuable development opportunities YAGs provide and reflecting feedback from young people that they should have greater influence on services that affect them. (see paragraph 43)
- j) The proposed level of support for providing professional advice and an enabling and coordinating function for VCS youth groups is enhanced significantly so that the resources available across each community area can be considered strategically and used in a joined-up way that meets local needs and circumstances. (see paragraph 44)
- k) Some council resource for facilitating open-access youth work is retained in every community area, to ensure that:
 - young people can continue to access and develop supportive relationships with youth workers whom they feel able to confide in;
 - the vital early intervention work undertaken by youth workers with young people before they reach the tier 2 level of need continues, avoiding significant additional costs in the long term.
 (see paragraphs 45 to 55)

- l) The proposed Youth Support Worker role is clearly defined as working with young people at the tier 2a and 2b level of need, rather than young people at the edge-of-care or tier 3 level of need (who are currently supported by the council's Adolescent Support Workers). (see paragraph 56)**
 - 5. The Cabinet considers adopting the principals behind Option D+ (set out in Appendix 2), which is an indicative delivery model that achieves the necessary savings from the budgets in scope and addresses the weaknesses of Option D set out under Recommendation 4.**
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Positive Leisure Time Activities for Young People Task Group

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Appendices

1. Report to Cabinet – 21 January 2014
2. Option D+ An indicative youth service model
3. Thresholds for Safeguarding Document produced by WSCB and the Children's Trust

Background papers

None

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