

## **Wiltshire Council**

### **Cabinet**

**15 May 2014**

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**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**

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#### **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 13-19<sup>1</sup>. 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**

<sup>1</sup> Up to age 24 for young people with a learning difficulty.

**15 May 2014**

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**Key Decision: Yes**

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## **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 13-19<sup>2</sup> (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**

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<sup>2</sup> 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 13-19<sup>3</sup> (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

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<sup>3</sup> 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
<p>Community-led youth offer</p>	<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>
<p>Local Youth Networks (LYNs)</p>	<p>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.</p>	<p>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).</p>	<p>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.</p>

### 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 area<sup>4</sup>) 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

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<sup>4</sup> 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**.

<b>Name of Director</b>	<b>Terence Herbert</b>	<b>Carolyn Godfrey</b>
<b>Designation</b>	<b>Associate Director</b>	<b>Corporate Director</b>

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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](http://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](http://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](http://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](http://www.gov.uk)

Statutory Guidance on positive activities, [www.education.gov.uk](http://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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