

## AGENDA

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**Meeting:** Children's Select Committee  
**Place:** Kennet Room - County Hall, Trowbridge BA14 8JN  
**Date:** Tuesday 3 June 2014  
**Time:** 10.30 am

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Please direct any enquiries on this Agenda to Roger Bishton, of Democratic Services, County Hall, Bythesea Road, Trowbridge, direct line 01225 713035 or email [roger.bishton@wiltshire.gov.uk](mailto:roger.bishton@wiltshire.gov.uk)

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

This Agenda and all the documents referred to within it are available on the Council's website at [www.wiltshire.gov.uk](http://www.wiltshire.gov.uk)

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### **Pre-meeting information briefing**

There will be a briefing session starting at 9.30am, immediately before the meeting. Its focus will be on **Troubled Families Project**.

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### **Membership:**

Cllr Pat Aves	Cllr Simon Jacobs
Cllr Mary Champion	Cllr Jacqui Lay (Vice Chairman)
Cllr Christine Crisp	Cllr Bill Moss
Cllr Mary Douglas	Cllr Helen Osborn
Cllr Sue Evans	Cllr Ricky Rogers
Cllr Jon Hubbard (Chairman)	Cllr Philip Whalley
Cllr Chris Hurst	

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### **Substitutes:**

Cllr Chuck Berry	Cllr Peter Edge
Cllr Trevor Carbin	Cllr Dr Helena McKeown
Cllr Terry Chivers	Cllr Jeff Osborn
Cllr Andrew Davis	Cllr James Sheppard
Cllr Stewart Dobson	Cllr Ian Thorn
Cllr Dennis Drewett	Cllr John Walsh

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### **Non-Elected Voting Members:**

Mr Ken Brough	Parent Governor Representative (Primary)
Rev Alice Kemp	Parent Governor Representative (SEN)
Mrs Lynne Swainston	Bristol Diocesan Church of England Representative
Dr Mike Thompson	Clifton Diocesan RC Representative

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**Non-Elected Non-Voting Members:**

Miss Sarah Busby	Secondary Schools Headteacher Representative
Miss Tracy Cornelius	Primary Schools Headteacher Representative
Mrs Di Dale	Further Education Representative
Mr John Hawkins	School Teacher Representative
Kaylum House	Children & Young People's Representative

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## **PART I**

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

1 **Election of Chairman**

2 **Election of Vice-Chairman**

3 **Apologies**

4 **Minutes of the Previous Meeting** *(Pages 1 - 6)*

To approve and sign the minutes of the previous meeting held on 29 April 2014.  
(Copy attached)

5 **Declarations of Interest**

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

6 **Chairman's Announcements**

7 **Public Participation**

The Council welcomes contributions from members of the public.

#### **Statements**

If you would like to make a statement at this meeting on any item on this agenda, please register to do so at least 10 minutes prior to the meeting. Up to 3 speakers are permitted to speak for up to 3 minutes each on any agenda item. Please contact the officer named above for any further clarification.

#### **Questions**

To receive any questions from members of the public or members of the Council received in accordance with the constitution. Those wishing to ask questions are required to give notice of any such questions in writing to the officer named above no later than **5pm on Tuesday 27 May 2014**. Please contact the officer named on the first page of this agenda for further advice. Questions may be asked without notice if the Chairman decides that the matter is urgent.

Details of any questions received will be circulated to Committee members prior to the meeting and made available at the meeting and on the Council's website.

8 **Early Help Strategy 2014-17 and draft Early Help Improvement Plan** *(Pages 7 - 40)*

In December 2013 the Committee received the draft Early Help Strategy 2013-17, which was then out for consultation. The Strategy sets out the council's proposals for Wiltshire's early help offer, including what it currently does, the desired improved outcomes for children and young people and the priority objectives to achieve this. Having considered the draft Strategy in December 2013, the Committee:

1. Noted its contents;
2. Requested to receive the final Strategy and draft implementation plan;
3. Requested to receive progress reports immediately after the key impact indicators had been reviewed at six-monthly intervals;
4. Supported the 'invest to save' approach of Early Intervention as an effective use of Council money, particularly its focus on outcomes.

The Committee is now asked to consider the final version of the WSCB and Children's Trust joint Early Help Strategy 2014-2017 and the WSCB and Children's Trust draft joint Early Help Improvement Plan (summary version) – these are both attached. Members are asked to endorse the final Strategy and provide any initial comments on the draft Improvement Plan.

Members may also wish to consider what further contribution scrutiny could make in terms of developing the implementation plan further or considering how the delivery of the plan could be monitored by the Committee. The final implementation plan will be approved by the Children's Trust Board and the Wiltshire Safeguarding Children Board in September 2014.

The Council's Business Plan 2013-17 emphasises the importance of focusing on prevention and early intervention; finding ways of predicting and reducing demand for services before it happens. In October 2013 Committee has also agreed that Early Intervention is one of its work priorities for this Council.

9 **Executive Response to the Final Report of the Positive Leisure Time Activities for Young People Task Group** *(Pages 41 - 116)*

To present the response of the Cabinet Member for Children's Services to the Final Report of the Positive Leisure Time Activities for Young People Task Group.

The task group's final report was endorsed with one amendment by the Committee on 29 April. It was then referred to Cabinet, who took the final decision on this matter at an extraordinary meeting on 15 May 2014. The report to Cabinet, which included the task group's final report as an appendix (5), is attached to the Cabinet Member's response herein.

Having considered the report from the Corporate Director (Children Services) and the Associate Director, Children's Social Care, on 15 May Cabinet resolved to:

- i) "Adopt the key principles for a new operating model as set out in the

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."

The Committee is asked to note the decision of Cabinet, the Cabinet Member's response to the task group's final report and to comment as appropriate. Members may also wish to consider the what further role they may wish to play in regards to the agreed model's implementation.

10 **Task Group Update** *(Pages 117 - 124)*

A report by the Senior Scrutiny Officer providing an update on Task Group activity since the Committee's last meeting is attached.

11 **Coalition Changes - Update from Department for Education** *(Pages 125 - 130)*

A report by Carolyn Godfrey, Corporate Director, on developments relating to children's services arising from the Coalition Government is attached.

12 **Forward Work Programme** *(Pages 131 - 132)*

The Committee is asked to note the attached document showing the relevant items from the overview and scrutiny forward work programme.

13 **Date of Next Meeting**

To note that the next scheduled meeting will be held on Tuesday 5 August 2014, to be held in the Kennet Room at County Hall, Trowbridge, starting at 10.30am.

14 **Urgent Items**

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

## **PART II**

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

**None**

## **CHILDREN'S SELECT COMMITTEE**

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### **DRAFT MINUTES OF THE CHILDREN'S SELECT COMMITTEE MEETING HELD ON 29 APRIL 2014 AT KENNET ROOM - COUNTY HALL, TROWBRIDGE BA14 8JN.**

#### **Present:**

Cllr Pat Aves, Ken Brough, Cllr Mary Champion, Cllr Sue Evans, Cllr Jon Hubbard (Chairman), Cllr Simon Jacobs, Cllr Jacqui Lay (Vice Chairman), Cllr Bill Moss, Cllr Helen Osborn, Dr M Thompson and Cllr Philip Whalley

#### **Also Present:**

Cllr Richard Gamble, Cllr Simon Killane, Cllr Howard Marshall and Cllr Laura Mayes

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### **28 Apologies**

Apologies for absence were received from Mr Ken Brough, Miss Sarah Busby, Cllr Mary Douglas, Mr John Hawkins, Mr Kaylum House, Cllr Chris Hurst, Cllr George Jeans, Cllr Alan MacRae, Cllr Sheila Parker, Cllr Pip Ridout, Cllr Ricky Rogers and Mrs Lynne Swainston.

The Chairman informed the meeting of the recent very sudden death of Cllr Chris Hurst's father. Members joined the Chairman in requesting the Democratic Services Officer to write to Cllr Hurst extending the Committee's condolences at this very sad time.

### **29 Minutes of the Previous Meeting**

#### **Resolved:**

**To approve and sign the minutes of the previous meeting held on 25 March 2014 as a true record.**

### **30 Declarations of Interest**

There were no declarations of interest made at the meeting.

### **31 Chairman's Announcements**

There were no Chairman's announcements.

## 32 **Public Participation**

There were no members of the public present or councillors' questions.

## 33 **Final Report of the Positive Leisure-time Activities for Young People Task Group**

Consideration was given to a report which presented the conclusions and recommendations of the Positive Leisure Time Activities for Young People Task Group.

In introducing the report, the Chairman paid tribute to the intensive work carried out by members of the task group which included Kaylum House, the Committee's children & young people's representative. He reminded the Committee that on 21 January 2014 Cabinet considered a part 2 report proposing that it reviewed how it met its statutory duty to secure young people aged 13-19 access to sufficient positive leisure-time activities that improved their wellbeing, and sufficient facilities for such activities. The report set out a range of options, with a provisional recommendation to develop a community led approach, subject to formal consultation. This originally included saving £500k from the youth services budget, but following a resolution at Full Council on 4 February, the required savings were reduced to £250k.

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. All non-executive members were invited to express an interest in sitting on the task group and membership was selected as far as possible to achieve a geographical and political balance.

The task group met on six occasions and received written and verbal evidence from elected members, senior officers, youth workers, voluntary and community sector youth groups and young people. It also obtained additional evidence by attending various youth groups throughout the County.

Because the task group's job was to respond to the consultation, it focused on considering the pros and cons of each of the four options proposed to Cabinet. The task group was largely in agreement with the report to Cabinet in concluding that there were significant flaws in Options A, B and C.



Because Option D – a community-led approach – was put forward as the preferred option, the task group placed more emphasis on considering this. However, the task group had significant concerns about the preferred option - Option D – in its current form.

The Committee noted the task group's views that Option D in its current 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
2. A less coherent offer of positive activities that did 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 relied 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 had reached a higher level of need, with the potential for significant long-term impacts on the young person, their community and the public purse.

Having concluded that the task group had significant concerns about all four of the options proposed to Cabinet, it decided to develop a further option called Option D+. This indicative service model was developed in order to demonstrate that the task group's concerns could be addressed while still making the necessary savings from the budgets in scope. Option D+ would provide a named youth worker for every community area, retain youth support worker resource for providing help to the most vulnerable young people and

working with young people with learning difficulties and disabilities. The model would also create youth worker apprenticeship opportunities for nine young people and would still leave £365,100 to be allocated to area boards to spend on positive leisure time activities for young people in their community areas.

The task group considered that Option D+ demonstrated that the necessary budget savings could be achieved whilst still

- retaining an effective council youth service that undertook preventative youth work and coordinated and commissioned youth work across the community areas.
- developing the voluntary and community sector's role and enhancing local accountability by devolving a significant amount of money to area boards for spending solely on youth work provision.
- creating employment and training opportunities for apprentice youth workers.

In answer to Members' questions, it was stressed that, under the indicative model, although youth groups would not have their own dedicated professional youth worker, the provision of a fully trained youth worker would be available when needed for advice from within their community area. This arrangement would also mean that area boards would have money available for youth schemes which was not available at present.

**Resolved:**

- 1. To endorse the task group's report and refer it to Cabinet as the Children's Select Committee's response to the consultation on positive leisure time activities for young people, with the report being included in the Cabinet agenda papers when it takes its final decision on 15<sup>th</sup> May 2014, subject to the following amendment to the task group's recommendation 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."**

2. To receive a written response from the Cabinet Member for Children's Services at the Committee's next meeting on 3<sup>rd</sup> June 2014.

34 **Urgent Items**

There were no items of urgent business.

35 **Date of Next Meeting**

**Resolved:**

**To note that the next scheduled meeting would be held on Tuesday 3 June 2014, to be held in the Kennet Room at County Hall, Trowbridge, starting at 10.30am.**

(Duration of meeting: 2.00 - 3.05 pm)

The Officer who has produced these minutes is Roger Bishton, of Democratic Services, direct line 01225 713035, e-mail [roger.bishton@wiltshire.gov.uk](mailto:roger.bishton@wiltshire.gov.uk)

Press enquiries to Communications, direct line (01225) 713114/713115

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**Wiltshire Council**

**Children's Select Committee**

**Date of meeting: Tuesday 3<sup>rd</sup> June 2014**

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**Subject: Early Help Strategy 2014-17 and draft Early Help Improvement Plan**

**Cabinet member: Laura Mayes, Cabinet member for Children's Services**

**Key Decision: No**

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## **Executive Summary**

A consultation draft of the Early Help Strategy 2014-2017 was presented to the Children's Select Committee in December 2013. Following consultation activities (including presentation to the Wiltshire Safeguarding Children Board and Wiltshire Children's Trust) the final strategy is presented to the Committee - along with an initial draft of the Early Help Improvement Plan which shapes its delivery.

The joint Wiltshire Children's Trust and Wiltshire Safeguarding Children Board (WSCB) Early Help Strategy for 2014 to 2017 sets out the vision and strategic intent for early help for children and young people in Wiltshire. The vision for early help in Wiltshire is quite simple; to make sure children and young people get easy access to the right help as soon as it is needed.

The five objectives of the Strategy have been designed to ensure a coordinated approach in meeting this vision:

- 1) Getting the best start in life
- 2) Gaining the skills required to begin school
- 3) Being ready for adult life
- 4) Developing a family-based approach to early help
- 5) Developing effective structures and processes to access early help - including developing an Early Help Offer

An Early Help Improvement Plan has been drafted and, for each objective, key priorities for action have been identified – this includes the shaping of our Wiltshire Council Early Intervention service. In addition, a draft Early Help Dataset has been developed which will be the key tool for monitoring effectiveness and impact of our Early Help activities. These drafts are currently under review by the Wiltshire Early Intervention Sub-group. The Committee is invited to provide input and comments on these draft documents prior to them being finalised.

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**Carolyn Godfrey**  
**Corporate Director, Children's Services**

**Subject: Early Help Strategy 2014-17 and draft Early Help Improvement Plan**

**Cabinet member: Laura Mayes, Cabinet member for Children's Services**

**Key Decision: No**

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### **Purpose of Report**

1. The WSCB and Children's Trust joint Early Help Strategy 2014-2017 is presented to the Committee for information following a discussion about the draft Strategy at a previous Children's Select Committee.
2. The WSCB and Children's Trust joint draft Early Help Improvement Plan (summary version) is presented to the Committee for initial comments.

### **Background**

3. Intervening early is a priority within Wiltshire's Children's Trust's Children and Young People's Plan (2012 – 2015) and is key to improving outcomes for children, young people and their families.
4. Providing help early can assist with managing risk and prevent children and young people from harm. This can prevent problems from escalating to a level where they require statutory and specialist support.

“Preventative services can do more to reduce abuse and neglect than reactive services. Many services and professions help children and families so coordinating their work is important to reduce inefficiencies and omissions.”

*The Munro Review of Child Protection: Final Report, A child-centred system, Professor Eileen Munro, May 2011*

5. The early help approach is supported by a wide body of evidence which proves that providing support during the early years produces the best outcomes for vulnerable children. However, throughout a child's life it is much better to identify and address problems early on rather than wait and respond once difficulties have become more serious. Providing help at a later stage when a crisis point has been reached is often less effective, more costly and negatively impact on outcomes and life chances. Early help includes a focus on the foundation years but problems can emerge at any point throughout a child's journey to adulthood.
6. Wiltshire's response to this has been the development of a robust and ambitious Early Help Strategy (appendix 1) which looks to reshape and improve our landscape of early help services to:

- ensure ease of access to services
- target services by clearly identified need
- work with and empower children, young people and their families by ensuring they are:
  - at the heart of service design and delivery
  - supported to develop their capabilities and resilience to help themselves
  - be self-sufficient and to take control of their own lives.
- address needs in the context of the whole family.
- be outcome-focused and evidenced based.

7. The core objectives of the Strategy are:

- 1) Getting the best start in life
- 2) Gaining the skills required to begin school
- 3) Being ready for adult life
- 4) Developing a family-based approach to early help
- 5) Developing effective structures and processes to access early help - including developing an Early Help Offer

8. The Early Help Improvement Plan breaks down these core objectives and defines the key activities and developments required to achieve the vision. This is currently presented in draft form (appendix 2) and includes Wiltshire's response to the Troubled Families initiative and engagement with the Early Intervention Foundation programme.

### **Main Considerations**

9. The Committee is asked to note the Early Help Strategy 2014-2017.
10. The Committee is asked for initial observations and comments on the accompanying draft Early Help Improvement Plan.

### **Environmental and climate change considerations**

11. Environmental and climate change issues have been considered, with no potential impact identified.

### **Equalities Impact of the Proposal**

12. An equalities impact assessment will be completed once the Early help Improvement Plan has been finalised.

### **Risk Assessment**

13. A thorough risk register will be developed and will remain a 'live' document throughout the delivery of the early help strategy.

### **Financial Implications**

14. The financial implications for the Council for delivering early help services to achieve good outcomes for children and young people are considered during the annual budget setting process and are in line with the financial plan and operating model for Children's Services.

## Legal Implications

15. Under the Children Act 1989 (amended 2004) all those working with children and young people have a duty to safeguard them in the broadest sense.

## Conclusions

16. The early help agenda is extremely broad and covers a wide variety of services, practice and systems. The core objectives provide a framework from which priority actions have been clearly defined – helping to maintain focus, reducing duplication with existing service developments and ensuring a coordinated and collaborative approach across partner agencies. The Committee is asked to endorse the final Strategy and provide any initial comments on the draft Improvement Plan.

**Carolyn Godfrey**  
**Corporate Director, Children's Services**

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Report Author:

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01225 713504

Date of report: 19<sup>th</sup> May 2014

## Background Papers

None

## Appendices

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# **WILTSHIRE CHILDREN AND YOUNG PEOPLE'S TRUST AND WILTSHIRE SAFEGUARDING CHILDREN BOARD**

## **Early Help Strategy**

**2014-2017**

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## EXECUTIVE SUMMARY

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- 12 Developing an early help data set

Appendix 1: An illustration of the Wiltshire Early Help offer

## EXECUTIVE SUMMARY

The Wiltshire Children and Young People's Trust and Wiltshire Safeguarding Children Board's Early Help Strategy sets out Wiltshire's early help offer. The strategy includes plans for the national Troubled Families initiative. We want to achieve the best possible outcomes for children and young people by providing the right help as soon as it is needed.

The Early Help Strategy sets the improved outcomes we want to see for children and young people and our priority objectives to achieve this:

- **Objective 1: Ensure the best start in life**
- **Objective 2: Gaining the skills required to begin school**
- **Objective 3: Being ready for adult life**
- **Objective 4: Develop a family-based approach to early help**
- **Objective 5: Develop effective structures and processes to access early help**

Intervening early is a priority within Wiltshire's Children's Trust's Children and Young People's Plan (2012 – 2015) and is key to improving outcomes for children, young people and their families.

Providing help early can assist with managing risk and prevent children and young people from harm. This can prevent problems from escalating to a level where they require statutory and specialist support.

*"Preventative services can do more to reduce abuse and neglect than reactive services. Many services and professions help children and families so co-ordinating their work is important to reduce inefficiencies and omissions."*

The Munro Review of Child Protection: Final Report, *A child-centred system*, Professor Eileen Munro, May 2011

The early help approach is supported by a wide body of evidence which proves that providing support during the early years produces the best outcomes for vulnerable children. It is much better to identify and address problems early on rather than wait and respond once difficulties have become more serious. Providing help at a later stage when a crisis point has been reached is often less effective, more costly and negatively impact on outcomes and life chances. Early help includes a focus on the foundation years but problems can emerge at any point throughout a child's journey to adulthood.

## SECTION ONE: AMBITION AND CONTEXT

### 1. Introduction

#### 1.1. Content of the strategy

The Wiltshire Children's Trust and Wiltshire Safeguarding Children Board (WSCB) Early Help Strategy for 2014 to 2017 sets out the vision and strategic intent for early help for children and young people in Wiltshire. A detailed Early Help Improvement Plan which will set out how the strategy will be implemented is being developed. An Equality Impact Assessment is being completed on the strategy and improvement plan.

#### 1.2 Consultation

The final strategy has been informed by the consultation which took place from September to the end of December 2013. Discussion on the draft and on priorities for the future took place at various planning meetings including the joint WSCB & Children's Trust Early Intervention Sub-group.

#### 1.3 What do we mean by early help?

In Wiltshire, we have decided to use the approach to early help set out in the latest version of 'Working Together to Safeguard Children'.

*“Providing early help is more effective in promoting the welfare of children than reacting later. Early help means providing support as soon as a problem emerges, at any point in a child's life, from the foundation years through to the teenage years.*

*Effective early help relies upon local agencies working together to:*

- *identify children and families who would benefit from early help;*
- *undertake an assessment of the need for early help; and*
- *provide targeted early help services to address the assessed needs of a child and their family which focuses on activity to significantly improve the outcomes for the child.”*

*Working Together to Safeguard Children: A guide to inter-agency working to safeguard and promote the welfare of children, March 2013.*

During the consultation on the draft strategy young people were asked how they define early help. Their comments are in line with the definition from 'Working Together to Safeguard Children'. Young people commented on the need to:

- Intervene before problems arise.
- Catch any potential issues early.
- Prevent bullying and domestic issues.
- Pick up on things fast.
- Identify small problems before they become big.

## 2. Ambition and Commitments

### 2.1 Our vision

Wiltshire's Children and Young people's Plan 2012-2015 sets out our vision for children and young people in Wiltshire:

'To improve outcomes for children and young people in Wiltshire; ensure good safeguarding practice; reduce, prevent and mitigate the effects of child poverty; and enable resilient individuals, families and communities'.

In realising our vision we will listen and respond to the voice of children, young people, parents and carers.

Early intervention is one of the three key themes of the Children and Young People's Plan and is woven through the high level outcomes that we want to achieve:

- All children and young people make the best possible start in life.
- All children and young people are safeguarded from harm.
- More children and young people are able to remain with their families when safe to do so.
- More vulnerable children and young people are able to achieve outcomes and progress in line with their peers.
- More children and young people live above the poverty line.
- More children and young people benefit from a healthy lifestyle.
- All children and young people are equipped with skills, knowledge, opportunities and attitudes to make a successful transition to adulthood.

The Wiltshire Safeguarding Children Board (WSCB) also has a focus on the development of an 'early help' offer in line with the Munro Review on improving safeguarding practice. The WSCB is the key statutory mechanism for agreeing how relevant organisations in Wiltshire cooperate to safeguard and promote the welfare of children. The priorities of the Wiltshire Safeguarding Children Board Business Plan are shaped around key themes, one of which is early help.

### 2.2 Our commitments

We are committed to the following:

- **Ensuring ease of access** - children, young people and families should be able to access a range of appropriate services at the time they need them and in places that make sense to them.
- **Targeting services** by clearly identified need.

- **Working with and empowering** children, young people and their families by ensuring they are at the heart of service design and delivery and by supporting them to develop the capabilities and resilience they need to help themselves, be self-sufficient and to take control of their own lives.
- **Addressing needs in the context of the whole family** - working in a holistic way, addressing wider problems and tackling causes rather than symptoms.
- **Being outcome-focused and evidenced based** to ensure that services focus on making a difference to the lives of children, young people, and families.

### 3. National Policy

Since the Children Act 2004, early help has been at the heart of national policy for children. Current government initiatives supporting the development of effective early help include:

- The Troubled Families initiative – This is a national payment by results scheme focusing on “turning around” families who meet agreed national criteria including poor school attendance and involvement in crime and anti-social behaviour. The initial 3 year programme is being extended for a further 5 years.
- Investment in childcare funding for disadvantaged 2 year olds to enable them to access 15 hours per week of good quality childcare provision.
- A continued focus on the importance of Children’s Centres as a local resource for families with young children but undertaking more targeted work. New statutory guidance was produced in May 2013.
- An increase in the number of Health Visitors, in response to a pledge made by the Prime Minister in 2010, and the implementation of the National Healthy Child Programme with a focus on more intensive Health Visitor support for vulnerable families. This is known as Universal Partnership Plus.
- Launch of the national Early Intervention Foundation which is supporting the further development of the evidence base on the effectiveness of early intervention and advocating nationally and locally for an increase in early intervention activity including working on a joint Wiltshire and Swindon project.
- A new Ofsted framework for the inspection of children’s services was launched in autumn 2013. This covers early help as well as safeguarding and services for looked after children.
- The Children and Families Bill which focuses mainly on a new approach to SEN and Disability, supports a move towards early identification and early help and a focus on holistic assessment and provision.

## 4. Why early help is important

Research consistently demonstrates that providing early help is more effective in promoting the welfare of children than reacting later. Children and families also prefer this approach.

### 4.1 Local evidence

Findings from interviews which took place in autumn 2013 with 45 children and young people in receipt of social care support highlighted the importance of early help. Of the 18 young people who said Children's Services didn't start working with them at the right time 12 (67%) said it was 'too late' and things should have been picked up earlier as illustrated by the following quote.

*"They should have got involved much sooner; I have been living with my parents arguing most of my life".*

Case tracking work has taken place as part of Wiltshire's response to the Troubled Families initiative. Parents spoken to as part of this work also stressed the importance of getting help as soon as they need it and of the importance of having one worker who can co-ordinate when different professionals and services are involved.

The local evidence base on the need for effective early help will be developed through further case tracking and case audit.

### 4.2 National evidence

Government sponsored reports from Professor Eileen Munro and MPs Frank Field and Graham Allen have all stressed the importance of intervening earlier. Professor Eileen Munro in her review of child protection writes of the need to develop an *"all-encompassing and pervasive early intervention culture"* and notes *"Preventative services can do more to reduce abuse and neglect than reactive services. Many services and professions help children and families so coordinating their work is important to reduce inefficiencies and omissions."*

Providing early help can:

- Narrow the gap for children who are at risk of poorer outcomes (*Waldman, 2008, Karoly, Kilburn, & Cannon, 2005; Statham and Biehal, 2005*)
- Improve practice, outputs and outcomes by attending to risk and protective factors at an early stage, focusing on causes of problems not symptoms. The *2010 Marmot Review, 'Fair Society, Health Lives'* was clear that *"later interventions are considerably less effective if children have not had good foundations"*
- Increase user-involvement and staff satisfaction due to a greater focus on reaching out to families and working proactively to engage children and families with different needs before crisis intervention is required (*Dartington Social Research Unit, 2005*)

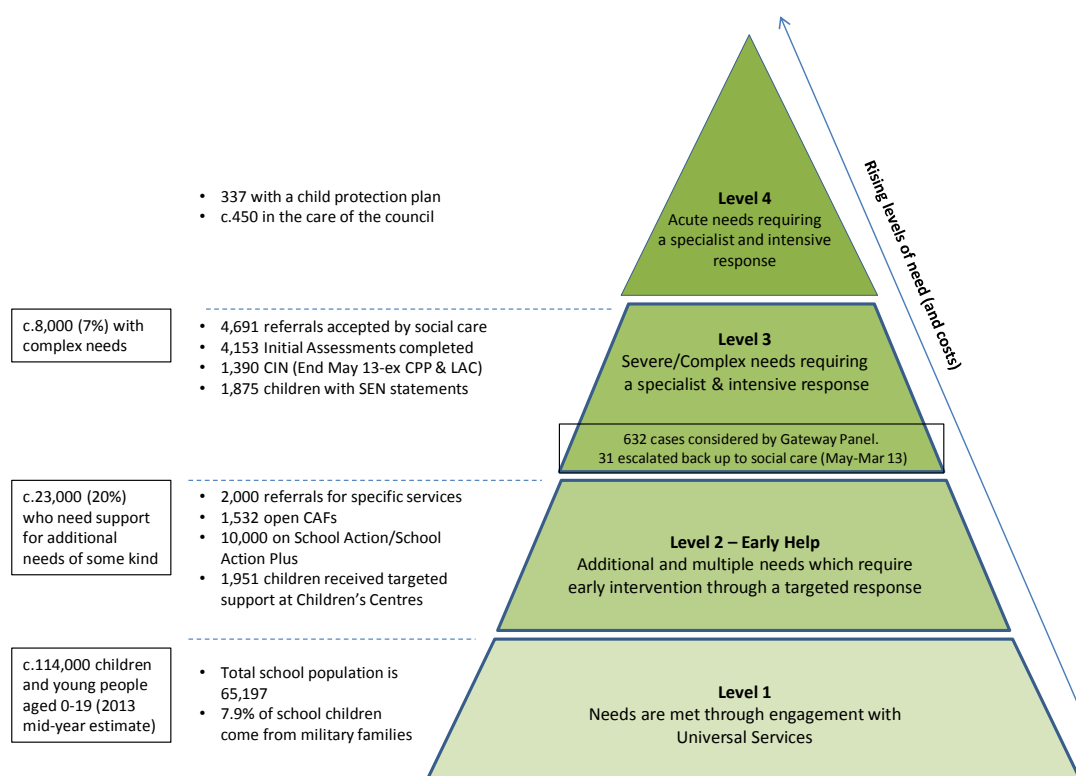
The Waves Trust has published a number of evidence based reports which demonstrate the importance of effective early help for young children.



## 5. Local Context

### 5.1 Thresholds and Early Help 2012/13

In Wiltshire according to the 2013 mid-year estimate there are 114,130 children and young people aged 0-19. The majority of these have their needs met through engagement with universal services. Some who require additional help and support. The diagram below provides an overview of the population of children and young people aged 0-19 in Wiltshire during 2012/3 using activity information available at that time. The information is set out according to different thresholds of need. It should be noted that since March 2013 the number of children with a child protection plan has increased to 400 in January 2014. In January 2014 there were also 419 children looked after.



Data supplied by Wiltshire Council Children's Services Information & Performance team.  
Source: Early Help Data – Safeguarding Improvement Board, July 2013)

### 5.2 Early help indicators of need

The Joint Strategic Needs Assessment includes a detailed analysis of the needs of children and young people. Some key facts are highlighted below.

The Department for Communities and Local Government has set Wiltshire a target of 510 **Troubled Families** who require support to achieve outcomes such as improved school attendance, a reduction in offending and anti-social behaviour and a return to paid work.

An October 2010 survey of **Health Visitors'** caseloads in Wiltshire identified 11.6% of families with young children had complex needs.

Wiltshire has 6.3% young people (794) who are **NEET** (Not in Education, Employment or Training). This is slightly higher than the national figure of 6.2%. Many of these young people are vulnerable with unmet needs.

There are 1,875 children with a **statement of SEN** in Wiltshire (2.4% of the population), and approximately a further 10,000 on **school action/school action plus**. The most recent full year figures (2012) show a significant rise in the number of early years statements and statements at primary level.

In 2011 the under 18 **teenage conception** rate per 1,000 girls aged 15 to 17 was 22.9% which is below the national average of 30.9%.

3,700 children are known to have been present at a domestic abuse incident reported to the police. However, it is estimated that only 1 in 5 domestic abuse incidents are reported to the Police.

The **Hidden Harm** strategy focuses on children and young people affected by their parents drug or alcohol misuse. Key information on hidden harm includes:

- The Wiltshire 2012/3 Joint Strategic Needs Assessment for Health and Wellbeing, identifies 209 children, 1,028 parents and 562 families where Hidden Harm is likely to be an issue.
- In Wiltshire, around 17,621 parents (9%) feel that they have engaged in alcohol or drug use that they believe has had a negative impact on them or their children. A negative impact is categorised as an impact on the ability to parent, a financial impact, an emotional impact, or other impact.
- It is estimated that in 2010 30,019 children living in Wiltshire were affected by their parents use of drugs and/or alcohol with only 0.69% (209) being actively identified and supported.
- Wiltshire's health visiting teams are supporting a large number of vulnerable families. The key Hidden Harm factors present were parental smoking and parental mental illness. There were 251 reports of alcohol abuse and 179 reports of drug abuse, which suggests that health visitors are in an excellent position to identify Hidden Harm.

**Poverty and deprivation** indicators are lower in Wiltshire than the national average but there are significant pockets of deprivation:

- In 2010, there were 12% or around 11,000 0-16 year olds living in poverty. This is well below the national average of 21%. 72% of these children live in lone parent families.
- In 2013, around 5,400 or 8.4% of children were eligible for free school meals, compared to the national average of 18%. The areas of greatest deprivation are located in parts of Trowbridge, Salisbury, Chippenham, Westbury, Calne and Melksham.
- Salisbury St Martin – Central is in the 10% most deprived Lower Super Output Areas with regards to health deprivation and disability in England.
- There are 1,200 children eligible for 2 year old funding; this figure is based on an assessment of eligibility related to take up of benefits.

### **5.3 The case for early help – demand on statutory services**

In common with many other areas of the country during 2012/13, Wiltshire had a growing number of referrals to Children's Social Care, an increase in children with child protection plans and an increase in the number of children in care.

Research in spring 2013 indicated that there was still a high level of inappropriate phone-calls to social care. Over 70% of all contacts and referrals were not related to significant safeguarding concerns. During the same period there was an increase in the number of CAFs being registered.

Local Authorities and partner agencies across the country are responding to this challenge by re-designing services, ensuring that there is no duplication, pooling spending and shifting the focus of services onto tackling the root causes of problems. Many are using an early help approach to address the source of problems by providing support as soon as issues arise.

### **5.4 Funding for early help**

The table on the following page sets out an approximate level of funding on early help services by the Council's Children's Services, Public Health and the NHS. If the funding for disadvantaged 2 year olds to have 15 hours per week free child care is added to spend on services that have a role in early help, then Wiltshire spends around £19 million on early help (note that some services also have a universal or open access element).

In 2013/14, Wiltshire Council also committed approximately £900,000 for the Short Breaks Scheme. Designed in consultation with parents and carers, the scheme aims to meet the individual needs and interests of children and young people who have special educational needs and/or disability and who require additional support to access leisure activities or 'short breaks'.

In addition to Council and NHS spend, central government has recently announced that for 2014/5 there will be estimated £13 million of pupil premium funding held within Wiltshire's schools.

<b>Service</b>	<b>Approximate funding in 2013/14</b>
Children's Centres (incl. District Specialist Centres)	4,182,100
Early Intervention Team (Early Years)	1,151,900
Youth Development Centres	1,352,900
Targeted NEET workers (excluding SEND 0-25 Service)	460,500
Motiv8/Young Person's Substance Misuse Services	348,600
Youth Offending Prevention Service	241,500
Behaviour Support	911,570
Educational Psychology	866,480
Education Welfare Service	406,700
Ethnic Minority Achievement Service (EMAS)	397,750
Travellers Education Service	192,700
Family Information Service	120,000
Young Carers	42,674
Counselling	30,000
Primary Mental Health Services	538,800
Wiltshire Families First (Action for Children)	760,000
CAF Coordinators	159,100
Health Visitors and School Nurses	5,000,000
<b>TOTAL</b>	<b>£17,163,274</b>
2 year old free entitlement funding in nurseries/at child-minders (includes "trajectory funding")	2,058,700
3 and 4 year old free entitlement funding	14,926,100
<b>TOTAL</b>	<b>16,984,800</b>

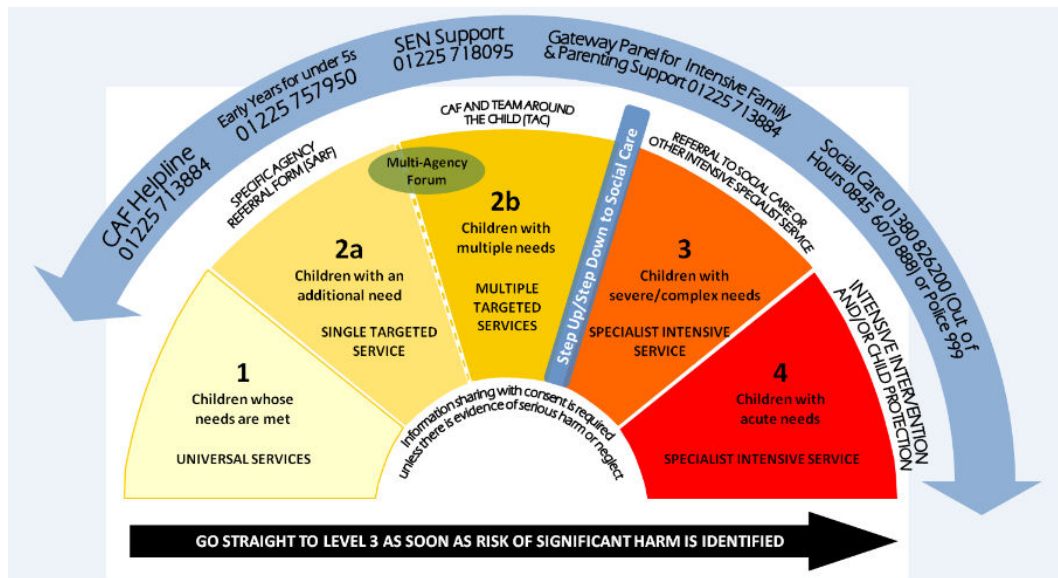
As part of implementing the Early Help Strategy, we will analyse funding and expenditure on early help in more detail including:

- Getting a better understanding of costs of interventions and how cost links to improved outcomes for children and young people.
- Using cost calculators, eg the one produced by the Local Government Information Unit with Camden Council to calculate spend on early intervention services.
- Exploring the use of social investments to fund new and innovative approaches in early help. Social impact bonds are one form of social investment.

## SECTION TWO: WILTSHIRE'S APPROACH TO EARLY HELP

### 6. Accessing Early Help Services

The Thresholds for Safeguarding Document produced by the WSCB and the Children's Trust sets out the framework for early help:



The key elements within Wiltshire's current model of access to early help are:

- Early support within universal settings.
- Recommendation by the local Multi-Agency Forum (MAF) on whether a child or young person's difficulty can be resolved through a single agency or whether a CAF should be completed. MAFs exist in community areas to promote and deliver early intervention for vulnerable children and young people aged 0-19 in their communities through regularly bringing together children's services practitioners to address concerns about individual children or groups of children in their area.
- Completion of a CAF and bringing together a Team Around the Child (TAC) to provide support. CAF Coordinators provide support to Lead Professionals and with CAF processes.
- A Gateway Panel provides access to family and parenting support services when a CAF has been completed and early help through a Team Around the Child process has not led to change for the child/family.
- A protocol covering the interface between Social Care and CAF processes to ensure that there is effective step-up/step-down between specialist and targeted services to avoid the 'baton being dropped', particularly if a case is being passed down from level 3 to level 2, either because Social Care have finished their intervention but a level of support is still required, or because it is a referral that does not meet the social care threshold.

## **7. WILTSHIRE'S EARLY HELP OFFER**

### **7.1 Developing an early help offer**

Wiltshire plans to develop an early help offer which includes a universal community offer, a universal plus offer and a targeted offer. Appendix 1 includes an illustration of what the early help offer might look like. The early help offer will be developed by the joint WSCB and Children's Trust Early Intervention sub-group.

### **7.2 Early help objectives**

This section outlines the key early help priorities according to the 5 early help objectives.

- **Objective 1: Ensuring the best start in life**
- **Objective 2: Gaining the skills required to begin school**
- **Objective 3: Being ready for adult life**
- **Objective 4: Developing a family-based approach to early help**
- **Objective 5: Developing effective structures and processes to access early help**

#### **Objective 1: Ensuring the best start in life**

##### **Priorities**

- Continue to deliver evidence based parenting programmes through Children's Centres, schools and partners.
- Promote 15 hours free childcare for disadvantaged 2 year olds and ensure that appropriate provision is available across the County.
- Set up an intensive service to support young parents. This will work on the Family Nurse Partnership model, led by Health Visitors, with a focus on good early childhood development and ensuring secure attachments between parents and babies.
- Ensure that the role of Health Visitors in picking up difficulties early and linking with other professionals is clearly set out as part of the re-commissioning of children's community health services.
- Involve Children's Centres in working with parents to promote and establish early communication skills, for example, collaboration with the National Literacy Trust through the 2 year Department for Education funded project to work with 10 Children's Centres in areas of highest need.

## **Objective 2: Gaining the skills required to begin school**

### **Priorities**

- Develop clearer pathways for effective early help for pre-school children, involving Midwives, Health Visitors, GPs, Children's Centres and the Council's early years staff.
- Continue to deliver the collaborative model within the Speech and Language Therapy Service which includes training for all settings and schools.
- Develop language for life through the continuation and development of Reading Recovery, Better Reading Partners and the Reader Leader Project.
- Improve support for children, young people and families experiencing difficulties with school attendance and advice to schools regarding children missing from education.
- Encourage and support schools and settings to adopt the Achievement for All approach (a whole school improvement framework which raises aspirations, access and achievement of vulnerable and disadvantaged pupils, including those with SEND, EAL, looked-after children and free school meals, as supported through funding via the pupil premium).
- Provide better support at transition for vulnerable groups of children between primary and secondary school.

## **Objective 3: Being ready for adult life**

### **Priorities**

- Work with all universal services and settings to promote confidence, positive self-esteem and resilience, especially within the context of child sexual exploitation
- Improve support for older teenagers including access to mentoring and professional counselling.
- Develop programmes that provide practical support to keep young people engaged in positive activities and remain in education, employment or training.
- Provide young people leaving home with good quality accommodation and support that promotes independent living.
- Set up a pilot project with CAMHS on continuing support from the Outreach Services within CAMHS for those aged between 18 and 25 where a young adult is particularly vulnerable.

#### **Objective 4: Developing a family-based approach to early help**

##### **Priorities**

- Ensure Family Learning is targeted at families who require additional or more targeted support and is linked into CAF/TAC processes.
- Create more effective links between services working with children and services supporting adults with difficulties e.g. adult mental health services, substance misuse services, disability services and support where there is domestic violence or offending.
- Work more closely with schools as part of the Troubled Families initiative
- Review Wiltshire Families First and the social care Intensive Family Support Service. This will include considering family intervention models which have been successful in other areas.
- Work with Public Health to improve understanding in Children's Services of support available around domestic abuse.
- Ensure appropriate universal services are available to families to support the effective early identification of children and families that would benefit from the early help offer.

#### **Objective 5: Developing effective structures and processes to access early help**

##### **Priorities**

- Finalise the revised early help assessment form – the CAF – to ensure links with the Single Assessment process and that the CAF is more child-centred
- Review the role and functions of the CAF Co-ordinators including management arrangements.
- Develop the role of the Team around the Child (TAC) and the role of the Lead Professional.
- Consider a single point of access to targeted services across all agencies, including the Primary Mental Health Service.
- Explore options for the continued sustainability of the Multi-Agency Forums (MAFs)
- Review the effectiveness of the Gateway Panel.
- Develop multi-agency service pathways across Council, Community Health Services and the voluntary and community sector in order to provide the right help at the right time.
- Ensure effective step-down following intervention from children's social care.
- Development of locality-based Early Help Hubs covering children and young people aged 0 – 19. Local Authority staff working within these hubs would link with their local Children's Centres, Health Visiting and School Nursing Team, the Primary Mental Health Service and Voluntary Sector services.



## SECTION THREE: MAKING IT HAPPEN

### 8. Governance

The joint Children's Trust and WSCB Early Intervention Sub-Group will be responsible for the development and implementation of the Strategy. This will involve monitoring and reporting progress regularly to the Children's Trust Commissioning Executive and the Wiltshire Safeguarding Children Board. The Early Intervention Sub-Group will also be taking on responsibility for the Troubled Families Initiative. The terms of reference for the sub-group will be amended to reflect this and membership will be reviewed.

The terms of reference for the WSCB Prevention of Harm Sub-group are also being reviewed.

Each partner organisation will be responsible for ensuring that their own staff implement the strategy as described. The WSCB and the Children's Trust will regularly assess the effectiveness of the Early Help strategy and progress with implementation.

Regular reports will be provided to the Health and Wellbeing Board and the Public Services Board linked to reporting on children's safeguarding.

### 9. The Early Help Improvement Plan

The first draft of the Improvement plan will be available at the end of February 2014. The improvement plan will be SMART – actions will be **S**pecific and **M**easurable, key measures for assessing **A**chievement will be noted, plans will be resourced to ensure they are **R**ealistic and each action will have clear **T**imescales. In addition each item will include information on how children, young people and families will be involved. The plan will be RAG rated on action and impact.

There are a number of specific strategies and other work taking place which links to the Early Help Strategy. These are:

- Child Sexual Exploitation Strategy
- Emotional Wellbeing and Mental Health Commissioning Strategy
- The Hidden Harm strategy which focuses on children and young people affected by their parents drug or alcohol misuse
- Narrowing the Gap – Attainment of vulnerable children and young people
- Teenage pregnancy
- Domestic Abuse Strategy
- Drug and Alcohol Strategy relating to young people
- Education, employment and skills work raising participation/reducing NEET and tracking destinations
- Work with military families
- Reducing youth offending

The WSCB/Children's Trust Early Intervention sub-group will be considering the best way to ensure there is co-ordination between the early help actions included within these strategies. There is a need to align activity and spend so that outcomes for children and young people can be improved.

## **10. Developing the children's workforce**

We need to consider how to develop the workforce supporting children and families to provide staff with the confidence to undertake effective early intervention with families. We will continue to offer training on early help through the WSCB training programme, including undertaking an early help assessment, being a Lead Worker, leading a Team Around the Child meeting, and early help case management.

## **11. Triangulating evidence**

The Early Help Improvement Plan will include information on the evidence sources which will be used to monitor implementation of the strategy. Evidence from a number of sources will be "triangulated" to ensure there is an accurate understanding of whether our actions are making a difference for children and families.

Information will be triangulated from the following sources:

- The early help data set – see below for more information on the data set
- Findings from audits of early help case work
- Feedback from children, young people and families
- Feedback from front-line staff

## **12. Developing an early help data set**

An early help data set is being produced and this follows the model used in the Council's Children's Services to monitor the effectiveness of services (Outcomes Based Accountability). This will be grouped around the headings noted in the table below. The indicators noted are illustrative of the type which will be included in the Early Help data set.

<p style="text-align: center;"><b>HOW MUCH DO YOU DO?</b> Activity information</p> <p>For example:</p> <ul style="list-style-type: none"> <li>• The number of CAFs</li> <li>• Number of step-downs</li> <li>• Number of MAF meetings</li> <li>• Number of contacts made to children’s social care</li> <li>• Numbers of young people engaging in positive activities</li> <li>• Number of and rate of children in need under Section 17 of the Children Act</li> <li>• Number and rate of children with a child protection plan</li> <li>• Number of rate of children looked after</li> </ul>	<p style="text-align: center;"><b>HOW WELL DO YOU DO IT?</b> Quality</p> <p>For example:</p> <ul style="list-style-type: none"> <li>• Feedback from children, young people and parents on the quality of services</li> <li>• Waiting lists for services</li> <li>• Length of time from CAF to service provision – for targeted services</li> <li>• % families who receive family support services at level 2b who are later referred to social care</li> <li>• % children and young people who receive support before being looked after</li> <li>• % who become LAC as an emergency placement</li> </ul>
<p style="text-align: center;"><b>IS ANYONE BETTER OFF?</b> Outcomes</p> <p>For example:</p> <ul style="list-style-type: none"> <li>• Reducing number of low birth weight babies</li> <li>• Improving foundation stage profile results for vulnerable and disadvantaged groups</li> <li>• Improving literacy and numeracy attainment at ages 11, 16 and 19</li> <li>• Closing the gap in educational attainment between children and young people from different socio-economic backgrounds</li> <li>• Reduction in the number of children and young people missing school</li> <li>• Reduction in the rate of teenage pregnancies</li> <li>• Increased numbers of children and young people self-reporting a high level of wellbeing</li> <li>• Increased numbers of 16-18 year olds participating in education, employment and training</li> </ul>	<p style="text-align: center;"><b>IS IT COST EFFECTIVE?</b> Cost and expenditure</p> <p>For example:</p> <ul style="list-style-type: none"> <li>• Percentage of all Children’s Services expenditure on early help services</li> <li>• Percentage of all Children’s Services expenditure on looked after children</li> <li>• Unit cost information</li> </ul>

## An illustration of the Wiltshire Early Help Offer

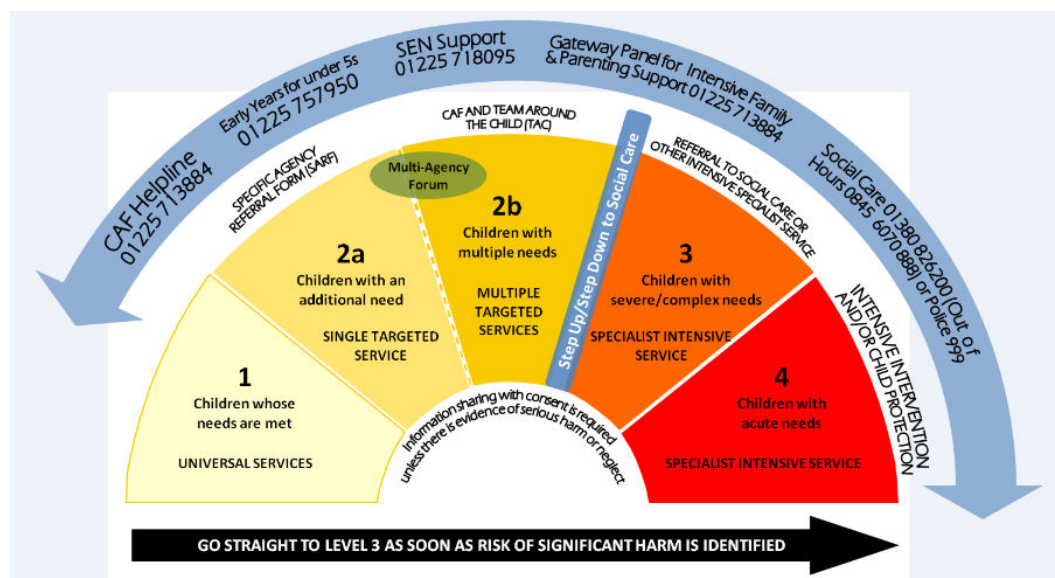
The vision for early help is to make sure children and young people get easy access to the right help as soon as it is needed. This happens through the early identification of needs by universal services, effective child centred assessment of need and prompt access to evidence based early intervention services which will lead to improved outcomes for children and young people and reduced demand on social care services.

A Wiltshire Early Help Offer is illustrated below. This links to the thresholds for safeguarding and comprises 3 different elements:

- A universal offer
- A universal plus offer
- A targeted offer

The WSCB/Children’s Trust Early Intervention sub-group will lead on developing the early help offer.

The Thresholds for Safeguarding Document produced by the WSCB and the Children’s Trust sets out the framework for early help. The “windscreen” which assists professional to identify different levels of need is noted below.



The table below uses the different levels of need outlined in the windscreen and links these to different types of early help services that will be part of Wiltshire’s early help offer, including the important role of universal provision in identifying problems early. As was noted above early help can be provided for children and young people at any age and at different levels of need. The intention is to ensure that children, young people and families get easy and prompt access to the different type of help they need.

<b>Level 1</b>	<b>Level 2a</b>	<b>Level 2b</b>	<b>Level 3</b>	<b>Level 4</b>
<b>Universal offer</b>  <i>Open access services available to all.</i>	<b>Universal plus offer</b>  <i>Open access services which provide short term support to address problems which are straightforward or seek support from a single targeted service.</i>	<b>Targeted services offer</b>  <i>Services which work with children, young people and their families when problems are more complex and longer term support is needed. Includes the Wiltshire response to the Troubled Families initiative.</i>	<b>Specialist intensive services</b>  Not covered in the early help strategy  See WSCB Business plan, LAC Commissioning Strategy and LAC Improvement Plan and the Safeguarding Improvement Plans of the Council, CCG and Wiltshire Police	

The next three pages provide an overview of the how Wiltshire’s universal offer and early help offer (universal plus and targeted offer) could be set out. The quotes used are illustrative of the vision. Further work on developing the Early Help Offer will be overseen by the Early Intervention sub group of the Children’s Trust and the WSCB.

# Universal Offer

## Open access services available to all

of  
com

*"I'm taking part in the National Citizen Survey during the school holidays to help me get ready for 5th form"*

- Open access community based services, available to all children and parents regardless of need both in and out of school time.
- Communities are empowered to develop their own approaches to designing and delivering services, involving schools and GPs.
- A strong network of voluntary and community based groups exists.
- The council and its partners provide support for communities to help themselves.
- Good quality information is available across a range of settings.
- Universal services are the first port of call for children and families when they need help.
- Focus includes preventing problems from arising and promoting improved health and wellbeing.

### What will this look like in practice?

*"The summer play scheme set up last year by other parents has helped improve my personal finances as I've been able to take on extra hours at work"*



*"Swimming has helped me lose weight, make new friends and feel more confident. My husband and kids say I'm not so stressed out"*

*"I'm a volunteer supporting young parents at the Children's Centre"*

*"I got my Duke of Edinburgh Silver Award last week"*

*"I call into the community campus or my child's school when I need information or advice"*

\*Some services are likely to be accessible from community campuses which seek to provide all the services a community needs in one easy to access location.

N.B. Quotes are illustrative of the vision.

## Universal plus offer

*Open access services provide short term support to address problems which are straightforward or early support from a single targeted service*

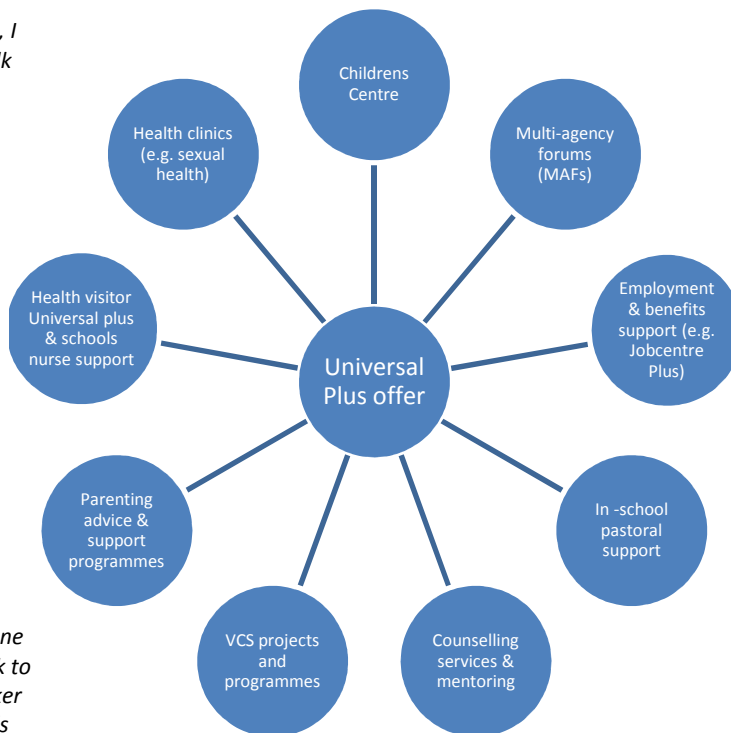
- Universal services provide some additional support if required. Other local services such as Children's Centres and youth activities which also assist.
- Advice, guidance and help is available from other professionals supporting universal services.
- An individual service provides a swift response to address specific problems or need.
- Children and families can access extra help through community based services.
- Voluntary and community sector organisations have a significant role in providing early help, enabled by the council and its partners.
- Strong partnerships exists between services.

### What will this look like in practice?

*"I don't feel so alone, I have someone to talk to"*

*"I was really anxious about visiting the clinic but the nurse put my nerves at ease and it was a positive experience"*

*"I don't feel so alone now that I can talk to the outreach worker from the Children's Centre"*



*"The health visitor has helped me to manage my child's behaviour at home"*

*"I got some great advice about other services which can offer support to the young person I'm working with"*

N.B. Quotes are illustrative of the vision.

## Targeted Offer

Services which work with children, young people and their families when problems are more complex and longer term support is needed. Includes the Wiltshire response to the Troubled Families initiative.

- A rapid multi-disciplinary response is provided, bringing together a range of professional skills and expertise through use of CAF and TAC and coordinated by a lead worker.
- Children and young people have a positive relationship with a trusted lead worker who can engage them and their family fully, and coordinate the support needed from other agencies.
- Co-located services empower families and help them develop the capacity to resolve their own problems, take control and manage their own lives independently.
- Services are intensive and focus on the root causes of problems.
- There are skilled professionals with different skills available - including skilled family support workers and workers who are skilled at working with teenagers
- A variety of evidence based approaches are used depending on needs.
- Services are proactive and target interventions at groups and individuals who are at most risk of escalating needs. There is good tracking following interventions to make sure change is embedded and the same problems do not arise again. If they do services act promptly.
- Strong partnerships are in place with the voluntary and community sector and statutory services.
- There will be services available which focus on ensuring that there is support available which enables children and young people to remain living at home

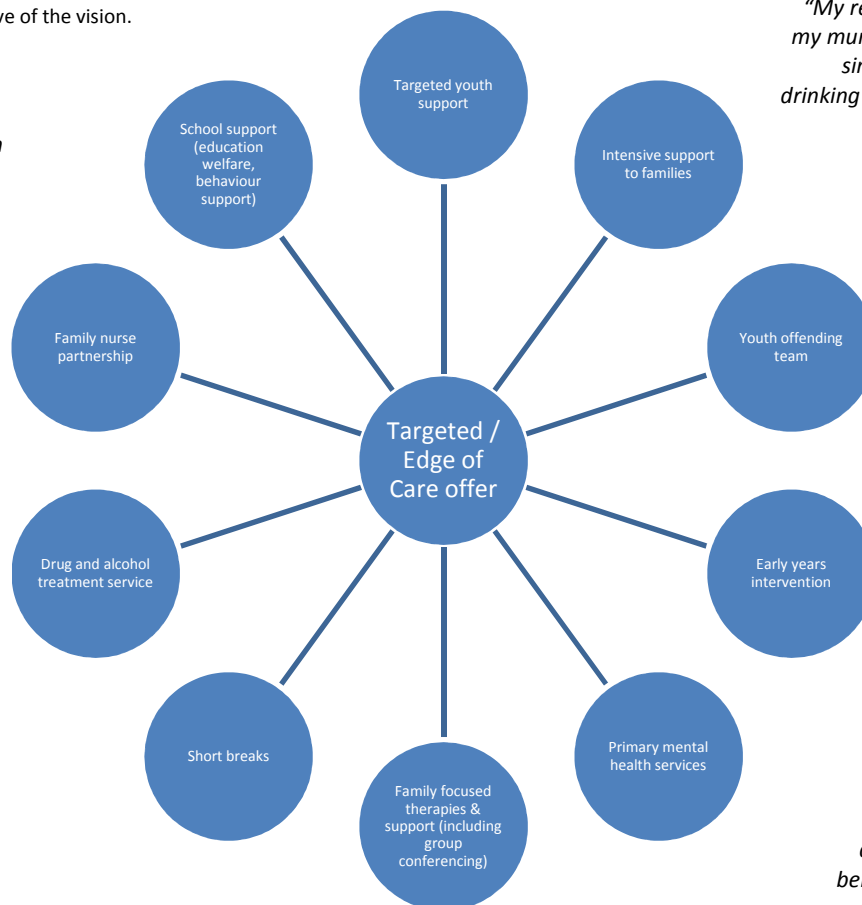
### What does this look like in practice?

N.B. Quotes are illustrative of the vision.

*"If I get angry I get hold of my mentor. I don't have as many rows with mum and dad now."*

*"I enjoy being at home since all the arguing has stopped"*

*"My local nurse supported me all the way through my pregnancy and helped me overcome my fears of looking after a baby"*



*"My relationship with my mum has improved since I've stopped drinking so much on the weekend"*

*"I'm now on top of things at home and I couldn't have got here without the help of my family support worker"*

*"I've just started an apprenticeship after being out of education and employment for over a year"*



## Appendix 2: Draft Early Help Improvement Plan – summary version May 2014

Obj. No.	Objective	No	Item
1	Ensuring the best start in life	1.1	Evidence based parenting programmes
		1.2	Free childcare for disadvantaged children
		1.3	Health Visitors providing intensive service for young parents (Family Nurse Partnership)
		1.4	Health Visitors providing intensive service for young parents (Baby Steps programme)
		1.5	Re-commissioning Health Visitor Services
		1.6	National Literacy Trust project
		1.7	Healthy Child Programme
		1.8	Develop mental health pathways
2	Gaining the skills required to begin school	2.1	Clear pathways for early help for pre-school children
		2.2	Speech and Language Therapy Service
		2.3	Early intervention Foundation - Early Language programme
		2.4	Developing language for life
		2.5	Attendance and missing education
		2.6	Achievement for All approach (schools)
		2.7	Transition Support - vulnerable groups
		2.8	Transition Support - 9-10 year olds
3	Being ready for adult life	3.1	Transition Support - 14-24 year olds
		3.2	Developing resilience (espec. in the context of CSE)
		3.3	Improve understanding of early indicators of Neglect, CSE and Hidden Harm and develop an effective early help response
		3.4	Mentoring and support for older teenagers
		3.5	Developing EET opportunities
		3.6	Appropriate accommodation for home leavers
		3.7	Continuing mental health support for 18-25 vulnerable young adults
		3.8	Implement any early help actions that are defined as part of the Youth Services Review
4	Developing a family-based approach to early help	4.1	Targeted Family Learning linked to CAF/TAC processes
		4.2	Develop appropriate integrated working across children and adult services (substance misuse, MH, DV, Offending)
		4.3	Develop appropriate integrated working across children and adult services (Flexible Support Fund in high depriv. areas)

<b>Obj. No.</b>	<b>Objective</b>	<b>No</b>	<b>Item</b>
		4.4	Develop an integrated approach with schools to the Troubled Families initiative
		4.5	Review and develop intensive services delivering family support
		4.6	Improve children's services professionals understanding of domestic violence
		4.7	Support practitioners in universal services to identify children/families in need of early help.
5	Developing effective structures and processes to access early help - including developing an Early Help Offer	5.1	Develop and introduce effective CAF paperwork
		5.2	Develop CAF Coordinator, Lead Professional and Team Around the Child (TAC) roles and responsibilities to best support the delivery of early help
		5.3	Review and develop effective routes through targeted services (single point of access)
		5.4	Review and develop effective routes through targeted services (Gateway Panel)
		5.5	Review and develop effective routes through targeted services (service pathways)
		5.6	Review and develop effective routes through targeted services (locality-based hubs)
		5.7	Ensure community-lead Multi-Agency Forums are effectively supported and sustained
		5.8	Develop effective case transition processes across thresholds (related services)
		5.9	Explore early help funding opportunities
		6.0	Launch a compliant Local Offer for children and young people aged 0-25 with Special Educational Needs and/or Disabilities
		6.1	Identify localities where intensive targeting of services is required and ensure support is shaped accordingly
		6.2	Improve our understanding of costs of interventions and related impact/outcomes

## Appendix 3: Draft Early Help Dataset

The proposal is a 2-tier early help dataset comprised of the following:

1. The Children's Trust **Scorecard** (part 1).
2. Early Help Dataset (part 2) - which evidence the impact of the Early Help Improvement Plan.

### 1. Early Help Dataset – Part 1: The Children's Trust Outcomes Scorecard (see page 32)

The Scorecard measures the progress of the Children & Young People's Plan 2012-2015 and is reported to the Children's Trust Commissioning Executive. Areas monitored are associated with core objectives:

- *All children and young people make the best possible start in life*
- *All children and young people are safeguarded*
- *More children & young people are able to remain with their families when safe to do so*
- *More vulnerable children & young people are able to achieve outcomes and progress in line with their peers*
- *More children & young people live above the poverty line*
- *More children & young people benefit from a healthy lifestyle*
- *All children & young people are equipped with skills, knowledge, opportunities and attitudes to make a successful transition to adult hood*

Indicators on educational attainment, child poverty, obesity, teenage conception and teenage employment/training are included (amongst others). Any data fluctuations cannot be solely attributed to actions taken under the Early Help Improvement Plan therefore it is suggested the Early Intervention sub group has oversight of this scorecard to see overall direction of travel only.

### 2. Early Help Dataset - Part 2 (see page 33)

The guiding principles for the impact measures are that each should:

- Directly relate to one or more Early Help Improvement Plan objectives/actions.
- Be able to inform decision making.
- Identify issues or blockages that the EI sub group (and, therefore, member agencies) can resolve with authority or escalate to the WSCB and/or Children's Trust.
- Be a contributory measure to higher level indicators (e.g. WSCB Dataset).
- Minimise duplication with measures already in place.

These are the measures which gives the Early Intervention Sub group the ability to accurately gauge what we are doing, how much and how well we are doing it and what outcomes are achieved. In other words, these measures will directly reflect the impact of implementing the Early Help Improvement Plan.

Qualitative data will come from existing sources such as the CAF Measuring Effectiveness/ Impact Surveys, evaluations from the Early Intervention training courses, the yearly Schools safeguarding self assessment questionnaire and the child level CP/LAC/CIN annual social care survey.

#### Reporting frequency

Part 1 Reporting to the Children's Trust currently 4 times per year

Part 2 Reporting twice yearly to the WSCB & Children's Trust Early Intervention sub-group

## Draft Early Help Dataset – Part 1: The Children’s Trust Outcomes Scorecard

### ***1. All children and young people make the best possible start in life***

% of children achieving a good level of development in Foundation Stage Profile

### ***2. All children and young people are safeguarded***

Hospital admissions caused by unintentional and deliberate injuries to children and young people  
DfE DSO per 10,000 population NI 70

Number of children on a child protection plan and rate per 10,000 children

Children becoming the subject of a Child Protection Plan for a second or subsequent time NI 65

Preventable child deaths (modifiable child death reviews)  
These factors are defined as those which, by means of nationally or locally achievable interventions, could be modified to reduce the risk of future child deaths.

### ***3. More children & young people are able to remain with their families when safe to do so***

Number of children in care and as a rate per 10,000 population under 18 yrs old

### ***4. More vulnerable children & young people are able to achieve outcomes and progress in line with their peers***

Narrowing the gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and the rest NI 92

Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stage 2 NI 102

Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at KS 4 NI 102

The Special Educational Needs (SEN)/non-SEN gap – achieving Key Stage 2 RWM

The Special Educational Needs (SEN)/non-SEN gap – achieving 5 A\*-C GCSE inc. English and Maths NI 105

Children in care reaching level 4 in English and maths at Key Stage 2

Children in care achieving 5 A\*-C GCSEs (or equivalent) at Key Stage 4 (including Eng. & Maths)

### ***5. More children & young people live above the poverty line.***

Proportion of children in poverty (Dependent child U20)

### ***6. More children & young people benefit from a healthy lifestyle***

Infant mortality per 1000 live births (3yr avg)

NI 55 Obesity among primary school age children in Reception Year
NI 56 Obesity among primary school age children in Year 6

\*Child development at 2-2.5 yrs indicator to be added when defined by DOH.

**7. All children & young people are equipped with skills, knowledge, opportunities and attitudes to make a successful transition to adult hood**

Achievement at level 4 or above in both English and Maths at Key Stage 2 NI 73
Achievement at level 4 or above in Reading & Writing & Maths at Key Stage 2
Key Stage 4 attainment – English baccalaureate (5+ A*- C GCSEs inc Eng & Maths)
16 to 18 year olds who are not in education, training or employment (NEET) – Revised National measure for Y12-14
Under 18 conception rate per 1000 girls (15-17) NI 112

**Draft Early Help Dataset – Part 2:**

EH Objective	Ref	Indicator
Objective 1: Ensuring the best start in life (0-2 years)	A1	No. and proportion of Children's Centres rated Good or Outstanding by Ofsted
	A2	Overall % reach of Children's Centres
	A3	(need impact measures on CC here)
	A4	No. taking up 15hrs free childcare for under 2s
	A5	No. of young women who conceive under the age of 18 compared to the number of them that have a CAF registered
	A6	No. and % of 2yr old health and development checks completed on time
	A7	No. of young parents engaging with the Family Nurse Partnership programme
Objective 2: Gaining the skills required to begin school	B1	No. of disadvantaged families (as identified with Children's Centres) engaging with a Family Learning programme
	B2	No. of children with delayed speech accessing Speech & Language Therapy
	B3	No. of schools adopting the 'Achievement for All' framework
	B4	No. and proportion of Early Years settings rated Good or Outstanding by Ofsted
	B5	% of pre-school immunisations (to be clarified)
	B6	Children with a My Support Plan per 10,000 (to be clarified)
Objective 3: Being ready for adult life	C1	% of children and young people attending a School/Academy rated Good or Outstanding by Ofsted
	C2	No. of primary aged children permanently excluded
	C3	No. of primary aged children with a fixed term exclusion
	C4	No. of secondary aged young people permanently excluded from school
	C5	No. of secondary aged young people with a fixed term exclusion from school

<b>EH Objective</b>	<b>Ref</b>	<b>Indicator</b>
	C6	Proportion of NEETs
Objective 4: Developing a family-based approach to early help	D1	No. and proportion of CAFs with DV as a presenting issue
	D2	No. of initial contacts to Children's Social Care related to DV
	D3	No. and proportion of CAFs with parental substance misuse as a presenting issue
	D4	No. of Single Assessments in Children's Social Care related to parental substance misuse
	D5	No. and proportion of CAFs with parental mental health as a presenting issue
	D6	No. of Single Assessments in Children's Social Care related to parental mental health
	D7	No. of Gateway Panel referrals for WFF (level 2b family support)
	D8	No. of referrals for FST (level 3 family support)
	D9	No. of CAFs registered with an 'adult' service as Lead Professional (eg Housing)
	D10	No. of families with 2 or more children with an open CAF
Objective 5: a) Developing effective structures and processes to access early help b) Developing an Early Help Offer	E1	No. of open CAFs
	E2	No. of operational MAFs compared to total no. of MAF areas
	E3	No. of initial contacts to Children's Social Care with the outcome: recommend a CAF
	E4	No. of referrals to Children's Social Care with the outcome: recommend a CAF
	E5	No. of referrals to Children's Social Care with an existing open CAF ("Step-up")
	E6	No. of step downs from Children's Social Care with no CAF subsequently registered within 6 weeks
	E7	Cumulative no. of those working with children/young people who have attended/taken the WSCB Early Intervention and CAF training.
	E8	No. of children/young people with an open CAF - by age (under 5, 5-11, 12-17, becoming 18)
	E9	No. of children/young people with CAFs closed as outcomes achieved - by age (under 5, 5-11, 12-17, becoming 18)
	E10	No. of children/young people with a repeat CAF - by age (under 5, 5-11, 12-17, becoming 18)
	E11	No. of children transitioning to secondary school with an open CAF
	E12	No. of referrals to social care for children/young people - by age (under 5, 5-11, 12-17, becoming 18)
	E13	No. of re-referrals to social care within 12 months for children/young people
	(v3)	

**Wiltshire Council**

**Children's Select Committee**

**3 June 2014**

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## **Executive response to the Final Report of the Positive Leisure Time Activities for Young People Task Group**

### **Purpose**

1. To present the Cabinet Member's response to the Final Report of the Positive Leisure Time Activities for Young People Task Group.

### **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 set out a range of options, with a provisional recommendation to develop a community led approach, subject to formal consultation.
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. The task group undertook an in-depth review, meeting on six occasions and receiving written and verbal evidence from a variety of witnesses.
4. The task group's final report was endorsed with one amendment by the Committee on 29 April. It was then referred to Cabinet, who took the final decision on this matter at an extraordinary meeting on 15 May 2014. The report to Cabinet, which included the task group's final report as an appendix (5), is attached in full here at **Appendix 1**.
5. In considering the report from the Corporate Direct (Children Services) and the Associate Director, Children's Social Care, Cabinet resolved to:
  - 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."

### **Response to the task group's final report**

**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;**

*Executive response:*

Through the Consultation; Option A\* has not emerged as the approach that the Cabinet has decided to take for the future direction of the Service. Rather, an iteration of Option D has been selected.

\*Retain the Service in house as it is but reduce value/budget.

- 2. Option B is not implemented for the reasons set out in paragraphs 23 to 28 of this report;**

*Executive response:*

Through the Consultation; Option B\* has not emerged as the approach that the Cabinet has decided to take for the future direction of the Service.

\* Commission the whole service out externally to a third sector product.

- 3. Option C is not implemented for the reasons set out in paragraphs 29 to 32 of this report;**

*Executive response:*

During the consultation; staff did not come forward with any expressions of interest to form a mutual. It is not possible to proceed without this.

- 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 in the task group's report)

*Executive response:*

This has been agreed by Cabinet. Officers have been tasked to deliver this as part of the implementation plan for the new operating model.

- 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 in the task group's report)

*Executive response:*

This has been agreed by Cabinet. Officers have been tasked to deliver this as part of the implementation plan for the new operating model.

- 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 in the task group's report)

*Executive response:*

This has been agreed by Cabinet. Officers have been tasked to deliver this as part of the implementation plan for the new operating model.

- 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 in the task group's report)

*Executive response:*

Consideration has been given to this. It is not possible to offer this to VCS groups. VCS groups will however be given additional funds to deliver local services and will receive support via Area Boards and professional advice from new 'Community Youth Officers'.

- 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 in the task group's report)**

*Executive response:*

Council policy makes it clear that communities can not employ a Youth Worker directly through the Council who has accepted voluntary redundancy for a period of 12 months from the date of departure (where the Council are the employer). VCS organisations can however employ ex-Council staff directly or contract with them in a self-employed capacity. Area Boards are a part of the Council and are therefore bound by its policies. As part of the Employee Assistance Programme staff will also be offered the opportunity to learn how to set up their own business.

- 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 in the task group's report)**

*Executive response:*

This is agreed. A mechanism will be put in place. At this stage this is a work in progress. It is a priority action.

- 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 in the task group's report)**

*Executive response:*

This is agreed. A mechanism will be put in place. At this stage this is a work in progress. It is a priority action.

- 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 in the task group's report)

*Executive response:*

A 'Community Youth Officer' will be employed for every Area Board area – so each AB will have a named professional who will have the role to enable and enhance.

- 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 in the task group's report)

*Executive response:*

A 'Community Youth Officer' will be employed for every Area Board area – so each AB will have a named professional who will have the role to enable and enhance.

- 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 in the task group's report)

*Executive response:*

A 'Community Youth Officer' will be employed for every Area Board area – so each AB will have a named professional who will have the role to enable and enhance.

- 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 in the task group's report)

*Executive response:*

The new operating model provides funds to each Area Board to develop and deliver positive youth activities in their area. This is supported by new Community Youth Officer (X18) and Youth Support Worker (x3) role. Job Descriptions for both roles are attached.

- 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 in the task group's report)**

*Executive response:*

The Youth Support Worker role is primarily defined as work in Tier 2a and 2b and not in Tier 3 (formal Children's Social Work Team involvement). There are no plans to change this.

- 5. The Cabinet considers adopting the principles 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.**

*Executive response:*

Cabinet has taken into account the key principles outlined in the model put forward by the Task Group and has embedded these in the new proposed operating model. The delivery model (and costings) set out in the Task Group report was not realistic in the context of the cost of the right level of staff (specifically Community Youth Officers; who need to be working at a higher and more sophisticated level. These costs have been adjusted and reviewed in the final model.

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**Cllr Laura Mayes, Cabinet Member for Children's Services**

## **Appendices**

Appendix 1 Report to Cabinet, 15 May 2014 ("New operating model for community youth activities (review of positive leisure-time activities for young people")

## **Background papers**

Job Descriptions:

- Community Youth Officer
- Youth Support worker

**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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**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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**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
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 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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**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 Service<sup>1</sup>. 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.

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<sup>1</sup> 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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## Appendix 2

### Option D+ An indicative youth service model

Officers have confirmed that the model and staffing structure is deliverable and that the costings set out in the budget table below are realistic.

#### Staffing

- **5 x Youth Support Workers (5 FTE)**

As proposed under Option D in the Cabinet report, these would 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.

- **20 x Community Youth Workers (20 FTE)  
(including 3 x Team Leaders)**

Every community area to retain a named full-time Community Youth Worker whose role could include:

- Budget management, commissioning appropriate activities for young people from VCS youth groups
- Supporting and advising area boards to commission appropriate activities for young people using their devolved grant allocations (see Strategic oversight below)
- Supporting and advising local VCS youth groups on the delivery of positive activities for young people
- Some direct delivery of youth work and activities for young people
- Management of Apprentice Youth Workers (see below)

NB. Although each community area would retain a named youth worker, they would be deployed flexibly across multiple community areas as necessary.

- **3 x Team Leaders (3 FTE)**

The twenty Community Youth Workers could include three **Team Leader** roles, each overseeing a cluster of community areas and providing cross-community area leadership and oversight. This would be a senior position suitable for more experienced and qualified youth workers. Their role could include:

- Leadership and management of Community Youth Workers
- Cross-county liaison with other Team Leaders to enable strategic oversight and the sharing of best practice

- **9 x Youth Work Apprentices (9 FTE)**

The council could create Youth Work Apprentices representing added youth work resource and important employment and training opportunities for young people. The apprentices could focus on delivering hands-on youth work and activities, and could be deployed flexibly across the community areas as and when required. Making these fixed term positions would ensure a regular through-flow of new candidates.

Introducing three apprenticeships per year, over three years, would avoid having nine inexperienced youth workers all beginning at once. It would also phase in the cost of the new positions, and the funding available in the first and second tranches could be used in other areas to smooth the transition into the new service model. An example for its use could be the Duke of Edinburgh project, which is intended to become self-funding.

- **48 x hours admin support per week (16 hours per Team Leader)**

Admin support could be provided by expanding existing admin support teams within the council (such as Transformation or Communities), increasing the efficiency of the current arrangement in which administrators attached to specific youth development hubs each work a relatively small number of hours per week.

### **Strategic oversight**

- As proposed in Option D, each area board could establish a sub-group based on the model currently used for Community Area Transport Groups (CAT-Gs), to oversee the development and provision of positive activities for young people in their community area.

These **Community Area Youth Activities Groups (CAYAGs)** could control 50% of the funding released to community level through savings achieved in the proposed structure, with **Community Youth Workers** managing the other 50% directly. This would enable the Community Youth Workers to both undertake and support VCS groups to deliver ongoing open access youth work. Community Youth Workers would be expected to report back to the CAYAG on how their discretionary budget had been utilised.

To ensure an appropriate range of provision for young people, **CAYAGs** would receive professional support and advice from their named **Community Youth Worker** when spending their percentage of the allocated youth activity budgets.

- To benefit from local knowledge and promote cross-agency working, the **CAYAGs** would include appropriate representatives from the community, such as secondary schools, the Police, local businesses, YAGs, the armed forces and existing VCS youth providers, as well as elected members
- In addition to the eighteen area board sub-groups, a **county-wide umbrella CAYAG** could be established to share best practice and consider the wider youth strategy and larger scale funding opportunities.

### Further savings

- A further saving of £20,000 could be found by reducing the current **Sparksite** budget from £65,000 to £45,000. This budget comprises the Sparksite website, which provides information to young people about local opportunities and activities, and Spark Radio, a radio station run by young people with SEND.

The majority of witnesses questioned – including most importantly, young people – reported that they had heard of Sparksite but did not use it on a regular basis and several described it as being very difficult to use. The site received 46,000 visits in 2013 representing a cost of £1.41 per visit. There is no data demonstrating who these visits are from, whether they are repeat visits and whether they are from young people accessing other parts of the youth service. It is also notable that there was a spike in use at the time of the Wiltshire Assembly of Youth (WAY) elections, possibly suggesting that average usage levels are even lower. However, there is a need for youth communications and a reduced Sparksite resource would remain (£45,000), supplemented by support from the wider communications team.

Spark Radio would also continue to be resourced using the remaining £45,000 budget.

- A further £20,000 of savings could be found through the removal of 'The Line'; a phone and web-based service providing confidential advice and support for young people. The task group understands that there are national alternatives to this service such as 'ChildLine'.

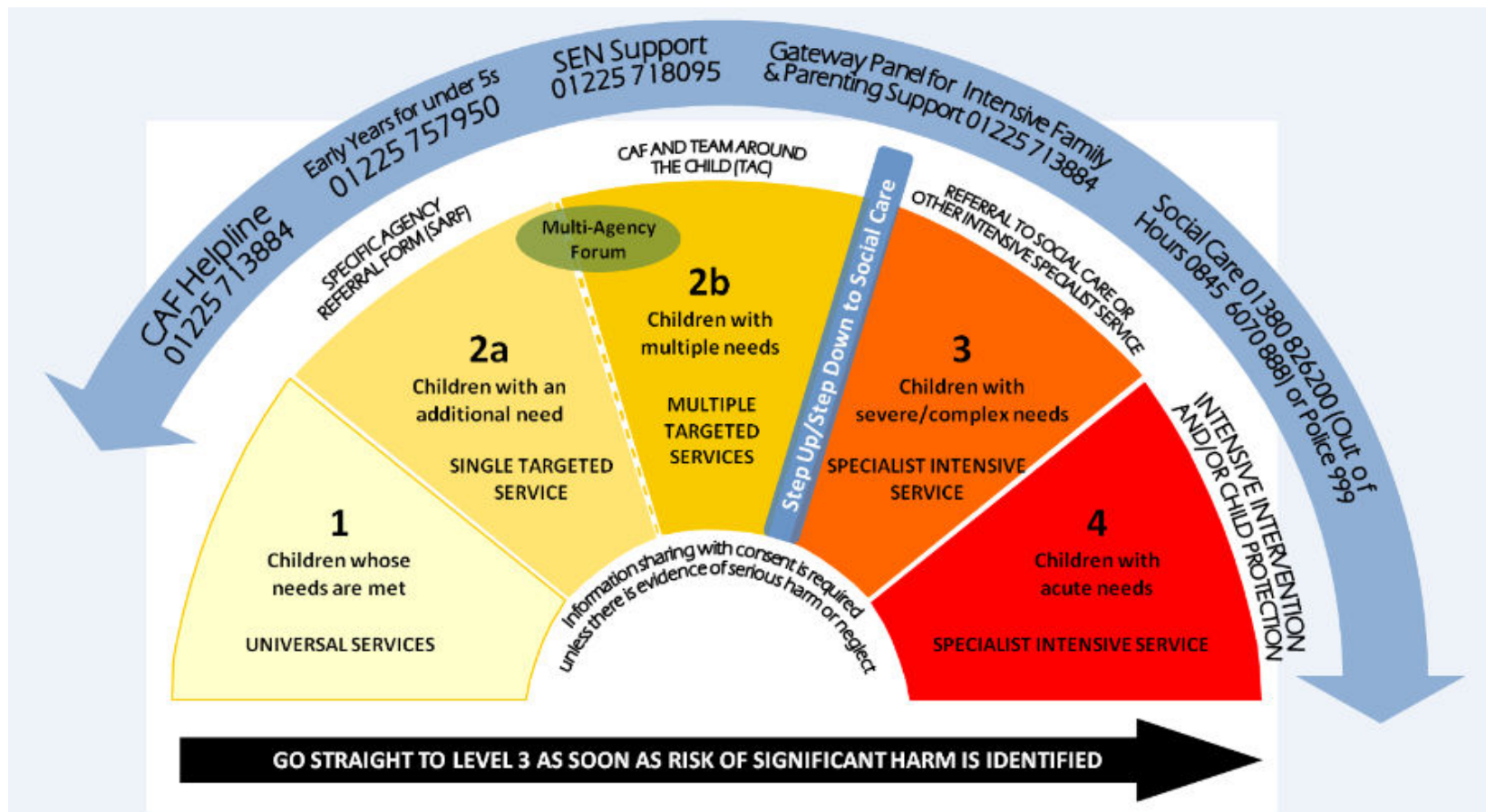
## Indicative budget for Option D+

	Each	Amount
Total full year budget in scope		£1,146,900
Sparksite budget (including Spark radio)		£65,000
		<b>£1,211,900</b>
<b>Costs</b> (staffing figures are gross)		
5 x Youth Support Workers	£35,900	£179,500
17 x Community Youth Workers	£25,000	£425,000
3 x Team Leader Community Youth Workers	£44,300	£132,900
9 x Apprentice Youth Workers	£15,000	£135,000
Admin (16 hours per week for each Team Leader)		£24,400
Bridging Project (full budget retained)		£25,000
Sparksite (£20k removed from current £65k budget)		£45,000
		<b>£966,800</b>
<b>Savings</b>		
The Line (cease the service as there are national alternatives)		(£20,000)
Extra funding already allocated to area boards for youth activities		(£100,000)
		<b>(£120,000)</b>
<b>Total internal cost of the proposed youth service</b>		<b>£846,800</b>
<b>Allocated to area boards for the provision of positive leisure-time activities for young people</b>		<b>£365,100</b>



Appendix 3

Thresholds for Safeguarding document produced by WSCB and the Children's Trust



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# Job No : Job Description – Community Youth Officer Final V4 May 2014

## Wiltshire Council Standard Job Description

Job title:	Community Youth Officer	
Work base:	Located in community areas and reporting to a hub based manager (Chippenham, Trowbridge, Salisbury)	Service/team: Operational Children's Services (Early Intervention, Youth and Prevention)
Version number:	1/120514	JEQ number:
SAP number:		Grade:
Effective date:	From October 2014	If a role which requires a CRB check, add the DACC code (available from HR): YES

### 1. Safeguarding

For all roles within Children's Services add the following statement: This is a generic statement which applies to all roles within Children's Services. Wiltshire Council is committed to safeguarding and promoting the welfare of children, young people and vulnerable adults and all staff are expected to share this commitment. You will be expected to report any concerns relating to the safeguarding of children, young people or vulnerable adults in accordance with agreed procedures. If your own conduct in relation to the safeguarding of children, young people or vulnerable adults gives cause for concern, the council's agreed child protection/vulnerable adults protection procedures will be followed.

### 2. Political restriction

\* This job is not politically restricted.

### 3. Job context and purpose

Community Youth Officers will be deployed as part of the Early Intervention Service which has a role in leading, developing, and enhancing open access, targeted, and specialist youth and children's services.

The Early Intervention Service is the part of the council which leads on delivery of WSCB/WCTB Early Help Strategy

Working Together 2013 notes that: "Early help means providing support as soon as a problem emerges, at any point in a child's life, from the foundation years through to the teenage years".

## **Job No : Job Description – Community Youth Officer Final V4 May 2014**

The Wiltshire Children and Young People's Trust and Wiltshire Safeguarding Children Board's Early Help Strategy sets out the strategic direction and objectives for Wiltshire's early help offer. The strategy includes the national Troubled Families initiative. The strategy sets out plans for achieving the best possible outcomes for children and young people by providing the right help as soon as it is needed.

The early Help Strategy sets out 5 objectives for children and young people:

- (i) Objective 1: Ensure the best start in life.
- (ii) Objective 2: Gaining the skills required to begin school.
- (iii) Objective 3: Being ready for adult life.
- (iv) Objective 4: Develop a family-based approach to early help.
- (v): Objective 5: Develop effective structures and processes to access early help.

The Early Intervention, Youth and Prevention Service seeks to provide children and young people, particularly those who are vulnerable with the positive, preventative and early help they need to improve their wellbeing. This involves the provision of targeted and tailored support early on as soon as problems emerge in order to prevent further difficulties arising or problems getting worse and reaching crisis point. The service has a key role in helping children, young people and their families to build resilience, overcome barriers, reduce risky behaviours and achieve positive outcomes.

The service is focused on safeguarding and promoting the welfare of children. This involves leading the team around the child process, signposting to other services and referring into children's social care where appropriate. The service endeavours to empower children, young people and their families by keeping them at the heart of service delivery and by enabling them to develop the capabilities they need to help themselves, be self-sufficient and take control of their own lives.

As part of Early Intervention, Youth & Prevention Services, Community Youth Officers will facilitate and coordinate a community-led offer of positive activities for young people. These activities 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. This activity supports the services overall aim to provide young people with the positive, preventative and early help they need to improve their well-being.

This job is an 'out there' role which is all about community working and capacity building. The CYO will also be the 'go to person' in each area board area; and may have transitional youth work delivery responsibilities.

#### **4. Main duties**

1. Identify and support young people who are vulnerable within their communities.
2. Encourage and bring young people and community partners together to tailor a unique youth offer in their area which reflects local needs.

## **Job No : Job Description – Community Youth Officer Final V4 May 2014**

3. Facilitate local youth provision and be the 'go to' person for support and advice on youth issues.
4. Build 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.
5. Build strong partnerships with a range of services for young people, including schools.
6. Coordinate positive activities for young people with learning difficulties and disabilities.
7. Through Local Youth Networks provide professional advice and guidance to community area boards on young people's needs.
8. Support area boards through Local Youth Networks to ensure compliance with Council guidance on the development of positive activities for young people, including monitoring of the quality and impact of provision.
9. Support the provision of a quality mark scheme for providers of youth activities.
10. Coordinate and support activities to enable young people to have a voice and influence on services and activities which affect them.
11. Advise and support community area boards via Local Youth Networks to publicise information about the community youth offer using a range of accessible communication methods.
12. Identify gaps in community provision and step in to directly manage, coordinate and provide positive activities where necessary.

And in addition, select a driver type from the choice below:

### **Driving at work:**

Include in this section what driver type the role is from the three choices below. Refer to the Corporate Driving at Work Policy for further information.

Amend as appropriate to confirm the driver type for this role from either 1, 2 or 3:

2. The classification of this role is as a **Regular driver**:
  - Licence is an essential requirement of the job and specified on job advert;
  - Required to drive for some or all of their role;
  - Drives their own car or pool car (e.g. social worker, environmental health officer etc.).

The role holder is required to:

- Register with Fleet Services as a registered driver;
- Read and be familiar with the Driving at Work Policy and the Drivers Handbook;
- To ensure a copy of the Drivers Handbook is kept in the vehicle at all times;
- To carry out a walk around check of the vehicle at the start of the shift and to report any defects to the manager.

### **5. Supervision/management of people**

Possible day to day management of sessional youth work staff and volunteers.

## Job No : Job Description – Community Youth Officer Final V4 May 2014

### 6. Contacts and relationships

Internal colleagues from across the council, young people, elected members, police, voluntary and community sector organisations, volunteers, members of the public, schools, businesses and employers, health, fire and rescue, military and a range of other community partners.

### 7. Resources

The job holder will facilitate, enable, and coordinate the use of a range of community resources for supporting a community-led youth offer.

### 8. Physical and psychological demands

Complete the box below if there are health and safety demands which the job holder will be exposed to.

<b>EXAMPLE</b>	<b>Frequency</b> (daily, weekly, monthly, quarterly, annually)
Noise exposures (for work above 80 decibels)	N/A
A confined working space/environment.	N/A
Hand/arm vibration equipment use on a regular basis	N/A
Regular night shift work (not including day shifts)	N/A
Work with respiratory or skin irritants (COSHH)	N/A
Sole/isolated working with children or vulnerable adults who may be dependent on the worker for H&S and safeguarding issues.	Daily/weekly
Other <i>please state</i> :	N/A

### 9. Information technology

Use of ICT equipment, including a laptop on a daily basis.

### 10. Financial responsibility

N/A

### 11. Health and Safety

## **Job No : Job Description – Community Youth Officer Final V4 May 2014**

To be responsible for your own health and safety and that of anyone else who may be affected by your acts or omissions.

### **12. Equality and Diversity**

You are required neither to discriminate against, harass nor victimise: colleagues, suppliers or third parties at work. You are further required to report incidents of discrimination at work, either to your manager or anonymously via [the whistleblowing policy](#).

### **13. Records management**

You are responsible for ensuring that all information sources for which you have responsibility are maintained in line with corporate guidance. This applies to all electronic and hard copy information. In particular, you must make sure that sufficient time is spent on ensuring that information is kept accurate and up-to-date and stored in ways that promote findability. All redundant information must be archived, deleted or physically destroyed in accordance with the corporate Records Retention Policy.

You should also ensure that access permissions are maintained to limit access to sensitive information. You are responsible for maintaining the confidentiality of sensitive data, whether held electronically or in hard copy, and promptly reporting all breaches, or potential breaches, of our Information Security Policy to the Information Assurance Team.

### **14. Other duties**

You may be required to perform duties other than those given in the job description for the job. The particular duties and responsibilities attached to jobs may vary from time to time without changing the general character of the duties or the level of responsibility entailed. Such variations are a common occurrence and would not in themselves justify the re-evaluation of a job. In cases, however, where a permanent and substantial change in the duties and responsibilities of a job occurs, consistent with a higher level of responsibility, then the job would be eligible for re-evaluation. (Staff temporarily undertaking additional duties may be considered for an honorarium payment subject to eligibility).

### **15. Other**

The post holder will be required to be flexible/mobile and this will mean travelling between community areas for area board meetings, events, meetings with young people and voluntary/community sector organisations across a range of locations.

Successful delivery of the role will require a flexible approach to working when partners, young people and colleagues are available which could mean several evenings a week and weekends.

### **16. Authority to work in the UK**

You must have the legal authority to work in the UK. Non-EU nationals must have the relevant approval to work in the UK from the UK Border Agency. Copies of all documents provided by you as proof of identity are retained for our records, by providing these proofs the council will treat this as your consent for this to happen.

**Job No : Job Description – Community Youth Officer Final V4 May 2014**



**Job No : Job Description – Community Youth Officer Final V4 May 2014**

**PERSON SPECIFICATION**

The person specification details the essential and desirable personal criteria which the job holder should possess in order to be able to successfully perform the job.

	<b>Essential</b>	<b>Desirable</b>
<b>Qualifications or equivalent level of skill or knowledge</b>	JNC recognised qualification in youth and/or community equivalent to L4.	Equivalent degree/higher education qualification at L4 in a related profession where skills can be transferred.  Other Relevant degree, certificate, or diploma linked to youth/children’s services, or community work.  Community development higher level qualifications
<b>Experience</b>	Minimum 2 years experience of face to face work with young people aged 11-19 years in a variety of settings.  Relevant experience of work with the voluntary/community/faith sector.  Experience of planning meetings and events.  Strong evidence of multi-agency / partnership working.  Strong experience of supporting young people’s voice and influence.  Experience of addressing issues of equality and diversity.  Ability to demonstrate flexibility approach to working hours – some evening and weekend work will be required.	Experience of recruiting and training volunteers.
<b>Management of people</b>	Some experience of managing / leading people or projects including delivery by influencing peers, and superiors, including councillors and community structures such as area boards, parish, and town councils	
<b>Skills</b>	The post holder will be required to	Knowledge of relevant statutory

**Job No : Job Description – Community Youth Officer Final V4 May 2014**

	Essential	Desirable
	<p>be flexible/mobile and this will mean travelling between community areas for area board meetings, events, meetings with young people and voluntary/community sector organisations across a range of locations.</p> <p>Successful delivery of the role will require a flexible approach to working when partners, young people and colleagues are available which could mean several evenings a week and weekends.</p> <p>Ability to bring people together to make changes, take action and tackle local issues.</p> <p>Ability to help people develop the capabilities they need to take ownership of local projects.</p> <p>Good communication skills and a good listener.</p> <p>Self motivator / self starter.</p> <p>Able to work independently and as part of a team.</p> <p>Non-judgemental and able to get on with people from all backgrounds.</p> <p>Enthusiastic, with a positive approach to solving problems.</p> <p>Able to build good relationships with people and a strong belief in the advantages of having a strong community.</p> <p>Able to mediate between individuals and groups who disagree on local issues.</p> <p>Robust knowledge of health and safety and how it affects youth work/services including risk assessment, safeguarding and child protection.</p> <p>Good ICT skills.</p>	<p>guidance in relation to positive activities for young people and youth work.</p>

**Job No : Job Description – Community Youth Officer Final V4 May 2014**

	<b>Essential</b>	<b>Desirable</b>
	Good presentation skills and able to write reports.	
<b>Literacy or numeracy</b>	Good literacy and numeracy skills.	
<b>Language (English or other languages)</b>	English	
<b>Safeguarding</b>	Must have up to date knowledge of relevant legislation and guidance in relation to working with and the safeguarding of children/vulnerable adults.	

## Job No : Job Description – Community Youth Officer Final V4 May 2014

### BEHAVIOURS

Detail below which behaviours are required for successful performance in the role, referring to the [Behaviours Framework](#).

	<b><u>Expected:</u></b>  our required behaviours (the expected behaviours apply to all staff).	<b><u>Desirable:</u></b>  Staff should seek to demonstrate these behaviours	<b><u>Aspirational:</u></b>  These behaviours are required by employees looking to develop and those in senior or managerial positions
<b>Excellence</b>	Required for all roles	YES	N/A
<b>Responsibility</b>	Required for all roles	YES	N/A
<b>Working together</b>	Required for all roles	YES	N/A
<b>Simplicity</b>	Required for all roles	YES	N/A
<b>Leadership</b>	Required for all roles	YES	N/A
<b>Trust and Respect</b>	Required for all roles	YES	N/A

**Job No : Job Description – Community Youth Officer Final V4 May 2014**

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**Job No : Job Description – Youth Support Worker – Reviewed May 2014 V4 Final**

**Wiltshire Council Standard Job Description**

Job title:	Youth Support Worker	
Work base:	Locality based reporting to hubs (Trowbridge / Chippenham / Salisbury)	Service/team: Operational Children's Services (Early Intervention, Youth and Prevention)
Version number:	2/	JEQ number: 7325
SAP number:		Grade: J
Effective date:	October 2014	If a role which requires a CRB check, add the DACC code (available from HR):

**1. Safeguarding**

This is a generic statement which applies to all roles within Children's Services. Wiltshire Council is committed to safeguarding and promoting the welfare of children, young people and vulnerable adults and all staff are expected to share this commitment. You will be expected to report any concerns relating to the safeguarding of children, young people or vulnerable adults in accordance with agreed procedures. If your own conduct in relation to the safeguarding of children, young people or vulnerable adults gives cause for concern, the council's agreed child protection/vulnerable adults protection procedures will be followed.

**2. Political restriction**

This job is not politically restricted.

**- Job context and purpose**

The Early Intervention, Youth and Prevention Service seeks to provide children and young people, particularly those who are vulnerable with the positive, preventative and early help they need to improve their wellbeing. This involves the provision of targeted and tailored support early on as soon as problems emerge in order to prevent further difficulties arising or problems getting worse and reaching crisis point. The service has a key role in helping children, young people and their families to build resilience, overcome barriers, reduce risky behaviours and achieve positive outcomes.

The service is focused on safeguarding and promoting the welfare of children. This involves leading the team around the child process, signposting to other services and referring into children's social care where appropriate. The service endeavours to empower children, young people and their families by keeping them at the heart of service delivery and by enabling them to develop the capabilities they need to help themselves, be self-sufficient and take control of their own lives.

## **Job No : Job Description – Youth Support Worker – Reviewed May 2014 V4 Final**

The service has a key role in supporting the delivery of the Wiltshire Children and Young People's Trust and Wiltshire Safeguarding Children Board's Early Help Strategy. This sets out the strategic direction and objectives for Wiltshire's early help offer. The strategy includes the national Troubled Families initiative. The strategy sets out plans for achieving the best possible outcomes for children and young people by providing the right help as soon as it is needed.

The Early Help Strategy sets out 5 objectives for children and young people:

Objective 1: Ensure the best start in life.

Objective 2: Gaining the skills required to begin school.

Objective 3: Being ready for adult life.

Objective 4: Develop a family-based approach to early help.

Objective 5: Develop effective structures and processes to access early help.

Youth Support Workers will assist in the development and provision of high quality early interventions to address the assessed needs of young people and their families with the aim of safeguarding and promoting their welfare by reducing risky behaviours, building resilience and improving outcomes.

Youth Support Workers will achieve this by:

- Using the Team Around the Child (TAC) and a Common Assessment Framework CAF to ensure a multi-agency response to the assessed needs of a young person and their family;
- Addressing needs in the context of the whole family, working in a holistic way, tackling wider problems and addressing causes rather than symptoms;
- Taking on the role of the Lead Professional where required to coordinate a tailored package of support;
- Delivery of 1:1, group work, structured programmes and appropriate targeted interventions in a range of community based settings;
- Delivery of interventions which support interventions in the 'complex' or 'troubled' families.
- Working with and empowering young people and their families by ensuring they are kept at the heart of service design and delivery, and by supporting them to develop the capabilities and resilience they need to help themselves, be self-sufficient and to take control of their own lives;
- Support MAFs (Multi-Agency forums) through attendance and individual YP case management.
- Being outcome-focused to ensure that interventions make a difference to the lives of young people and their families;
- Building effective relationships with key internal and external partners including Social Workers, Youth Offending Team Workers, the Voluntary, Community and Faith Sector, Police and others to ensure that young people and families who would benefit from early help are identified at the earliest possible stage.
- To contribute to reductions in NEET (Not in Employment, Training and Education), youth offending and anti-social behaviour, substance misuse, primary/secondary school exclusion including promotion of good behaviour and attendance at school.



**Job No : Job Description – Youth Support Worker – Reviewed May 2014 V4 Final**

**3. Main duties**

	<b>Main Duties</b>	<b>Frequency</b> (daily, weekly, monthly, quarterly, annually, and/or duration)
<b>1.</b>	Build effective relationships and work in partnership with colleagues across universal, targeted and specialist services to identify and track young people and families in need of early help e.g. via Multi-Agency Forums.	Daily
<i>Example</i>	<i>Regularly attend Multi-Agency Forums; Develop robust working relationships with providers of positive activities for young people in community areas and with other providers including schools and health..</i>	
<b>2.</b>	To lead Team Around the Child (TAC) Interventions supported by holistic, comprehensive and accurate assessments of young people and their families (e.g. using the Common Assessment Framework and other tools) in order to identify their support needs.	Daily
<i>Example</i>	<i>Set up TAC meetings, Complete CAF assessment, Risk Assessment and Intervention/Risk Management Plans.</i>	
<b>3.</b>	Engage effectively with and develop strong appropriate relationships with young people and their families and facilitate change.	Daily
<i>Example</i>	<i>Be a positive role model and provide appropriate support and challenge.</i>	
<b>4.</b>	To take on the role of Lead Professional where required to coordinate a tailored package of support for a young person and their family, and ensure a seamless multi-agency response to their assessed needs. This will involve managing a caseload of individual young people at any one time.	Daily
<i>Example</i>	<i>Develop detailed innovative intervention and risk/vulnerability management plans.</i>	
<b>5.</b>	To identify and refer young people and their families for specialist interventions where required.	Daily
<i>Example</i>	<i>Make referrals to MAFs, the Gateway Panel, WRMG, ASBRACs, Prevention/RJ Panels and other resource or intervention trigger panels as relevant.</i>	
<b>6.</b>	Provide appropriate support and challenge to professional colleagues to ensure that the voice of the young person is heard and that actions to support improved outcomes are being implemented.	Daily

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<i>Example</i>	<i>Advocate on behalf of a young person in a child protection case conference.</i>	
<b>7.</b>	To identify any safeguarding or child protection concerns, and take appropriate action to raise such concerns in line with Wiltshire’s Safeguarding Children’s Board safeguarding Procedures, Working Together 2013 and the Multi-Agency Threshold documents..	Daily
<i>Example</i>	<i>Lead Team Around the Child interventions. Make immediate referral to Children’s Social Care where child protection concerns are identified.</i>	
<b>8.</b>	To plan and deliver needs-led intensive 1:1, group work, structured programmes and appropriate targeted interventions in a range of community based settings in partnership with other colleagues and agencies. These should seek to address risk factors and build protective factors.	Daily
<i>Example</i>	<i>1:1 mentoring or group work within a school setting.</i>	
<b>9.</b>	Maintain accurate and up-to-date case management records of interventions and outcomes achieved.	Daily
<i>Example</i>	<i>Record all interventions in a timely way on the relevant electronic case management system in accordance with locally agreed policies and procedures.</i>	
<b>10.</b>	To attend and contribute to multi-agency meetings e.g. Team Around the Child, and ensure actions agreed are acted upon and reviewed for effectiveness.	Daily
<i>Example</i>	<i>Attend Child Protection Case Conference/Looked After Child Core Group meetings/Child in Need meetings.</i>	

And in addition, select a driver type from the choice below:

**Driving at work:**

Include in this section what driver type the role is from the three choices below. Refer to the [Corporate Driving at Work Policy](#) for further information.

Amend as appropriate to confirm the driver type for this role from either 1, 2 or 3:

2. The classification of this role is as a **Regular driver**:
  - Licence is an essential requirement of the job and specified on job advert;
  - Required to drive for some or all of their role;
  - Drives their own car or pool car (e.g. social worker, environmental health officer etc.).

The role holder is required to:

- Register with Fleet Services as a registered driver;
- Read and be familiar with the Driving at Work Policy and the Drivers Handbook;
- To ensure a copy of the Drivers Handbook is kept in the vehicle at all times;
- To carry out a walk around check of the vehicle at the start of the shift and to report any

**Job No : Job Description – Youth Support Worker – Reviewed May 2014 V4 Final**

defects to the manager.

**4. Supervision/management of people**

Possible director of team attached volunteers on a day to day basis.

**5. Contacts and relationships**

The post holder will be required to develop and maintain relationships with a wide range of internal and external stakeholders. This will involve working closely with professionals from a variety of support agencies (e.g. schools, police, housing, voluntary/community/faith sector, social care etc) to help young people and their families within their communities to build resilience, overcome barriers, reduce risky behaviours and improve outcomes.

**6. Resources**

N/A.

**7. Physical and psychological demands**

Complete the box below if there are health and safety demands which the job holder will be exposed to.

<b>EXAMPLE</b>	<b>Frequency</b> (daily, weekly, monthly, quarterly, annually)
Noise exposures (for work above 80 decibels)	N/A
A confined working space/environment.	N/A
Hand/arm vibration equipment use on a regular basis	N/A
Regular night shift work (not including day shifts)	N/A
Work with respiratory or skin irritants (COSHH)	N/A
Sole/isolated working with children or vulnerable adults who may be dependent on the worker for H&S and safeguarding issues.	Daily
Other <i>please state</i> :	N/A

**8. Information technology**

Use of IT equipment, including a laptop on a daily basis.

**9. Financial responsibility**

N/A.

## **Job No : Job Description – Youth Support Worker – Reviewed May 2014 V4 Final**

### **10. Health and Safety**

To be responsible for your own health and safety and that of anyone else who may be affected by your acts or omissions.

### **12. Equality and Diversity**

You are required neither to discriminate against, harass nor victimise: colleagues, suppliers or third parties at work. You are further required to report incidents of discrimination at work, either to your manager or anonymously via [the whistleblowing policy](#).

### **13. Records management**

You are responsible for ensuring that all information sources for which you have responsibility are maintained in line with corporate guidance. This applies to all electronic and hard copy information. In particular, you must make sure that sufficient time is spent on ensuring that information is kept accurate and up-to-date and stored in ways that promote findability. All redundant information must be archived, deleted or physically destroyed in accordance with the corporate Records Retention Policy.

You should also ensure that access permissions are maintained to limit access to sensitive information. You are responsible for maintaining the confidentiality of sensitive data, whether held electronically or in hard copy, and promptly reporting all breaches, or potential breaches, of our Information Security Policy to the Information Assurance Team.

### **14. Other duties**

You may be required to perform duties other than those given in the job description for the job. The particular duties and responsibilities attached to jobs may vary from time to time without changing the general character of the duties or the level of responsibility entailed. Such variations are a common occurrence and would not in themselves justify the re-evaluation of a job. In cases, however, where a permanent and substantial change in the duties and responsibilities of a job occurs, consistent with a higher level of responsibility, then the job would be eligible for re-evaluation. (Staff temporarily undertaking additional duties may be considered for an honorarium payment subject to eligibility).

### **15. Other**

The job holder will be required to work flexibly to meet the needs of young people and families. This will involve out of hours, evening and weekend work as required.

The job holder will also need to be able to travel to a variety of locations across the county.

### **16. Authority to work in the UK**

You must have the legal authority to work in the UK. Non-EU nationals must have the relevant approval to work in the UK from the UK Border Agency. Copies of all documents provided by you as proof of identity are retained for our records, by providing these proofs the council will treat this as your consent for this to happen.



**Job No : Job Description – Youth Support Worker – Reviewed May 2014 V4 Final**

**PERSON SPECIFICATION**

The person specification details the essential and desirable personal criteria which the job holder should possess in order to be able to successfully perform the job.

	<b>Essential</b>	<b>Desirable</b>
<b>Qualifications or equivalent level of skill or knowledge</b>	<p>A relevant level 3 qualification or above and post-qualifying experience in a related fieldwork setting.</p> <p>Knowledge of relevant legislation, statutory guidance, policy, practice and current issues in relation to work with vulnerable young people and families.</p> <p>Robust awareness, understanding and commitment to the safeguarding and protection of children and young people and/or vulnerable adults.</p> <p>Understanding of the issues that impact on the lives of young people and families, particularly those who are vulnerable and disadvantaged.</p> <p>Understanding of the importance of tackling the causes rather than the symptoms of problems.</p> <p>Good knowledge of risk and protective factors and how these can impact on life outcomes for young people and families.</p>	
<b>Experience</b>	<p>At least 2 years experience of working in a statutory or voluntary setting with children and young people aged 10-19.</p> <p>Evidence of working with young people their families, building capabilities and managing risk and vulnerability.</p> <p>Experience of working effectively with other professionals in order to safeguard and promote the welfare of young people, particularly those who have multiple and complex needs.</p> <p>Experience of supporting young</p>	

**Job No : Job Description – Youth Support Worker – Reviewed May 2014 V4 Final**

	<b>Essential</b>	<b>Desirable</b>
	<p>people’s voice and influence. Experience of using a relevant electronic case management system to record interventions with service users.</p>	
<b>Management of people</b>	N/A	N/A
<b>Skills</b>	<p>Able to engage, build and maintain sustainable, positive and appropriate professional relationships with young people and families, particularly those who are vulnerable, disengaged and have complex problems.</p> <p>Ability to develop and deliver a range of interventions including 1:1, group work and structured programmes in a range of community based settings, which support young people and families to achieve positive outcomes and divert them away from entry into statutory/specialist services.</p> <p>Able to use a range of multi-agency tools and processes such as the Common Assessment Framework (CAF) and Team Around the Child (TAC) to assess and address the needs of young people and families holistically.</p> <p>Ability to analyse, interpret and identify the needs of young people and families and devise a plan of action in order to meet these.</p> <p>Strong communication skills, written and verbal and good attention to detail. Ability to communicate with people from all backgrounds.</p> <p>Ability work on own initiative and as part of a team in a multi-agency setting, building strong and effective partnerships with internal and external partners.</p> <p>Understanding and responding to Safeguarding, Child Protection and early help/early intervention needs as outlined in Working Together</p>	

**Job No : Job Description – Youth Support Worker – Reviewed May 2014 V4 Final**

	<b>Essential</b>	<b>Desirable</b>
	<p>2013 and the Multi-Agency Thresholds document.</p> <p>Good ICT skills.</p> <p>Understanding how Area Boards, Multi-Agency Forums, CAF &amp; TACs work and how to influence effective outcomes or identified young people via such forums.</p>	
<b>Literacy or numeracy</b>	Good literacy and numeracy skills.	
<b>Language (English or other languages)</b>	English	
<b>Safeguarding</b>	Where appropriate – has up to date knowledge of relevant legislation and guidance in relation to working with and the safeguarding of children/vulnerable adults.	



**Job No : Job Description – Youth Support Worker – Reviewed May 2014 V4 Final**

**BEHAVIOURS**

Detail below which behaviours are required for successful performance in the role, referring to the [Behaviours Framework](#).

	<b><u>Expected:</u></b>  our required behaviours (the expected behaviours apply to all staff).	<b><u>Desirable:</u></b>  Staff should seek to demonstrate these behaviours	<b><u>Aspirational:</u></b>  These behaviours are required by employees looking to develop and those in senior or managerial positions
<b>Excellence</b>	Required for all roles	YES	N/A
<b>Responsibility</b>	Required for all roles	YES	N/A
<b>Working together</b>	Required for all roles	YES	N/A
<b>Simplicity</b>	Required for all roles	YES	N/A
<b>Leadership</b>	Required for all roles	YES	N/A
<b>Trust and Respect</b>	Required for all roles	YES	N/A

**Job No : Job Description – Youth Support Worker – Reviewed May 2014 V4 Final**

**Wiltshire Council**

**Children's Select Committee**

**3 June 2014**

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## **Task Group update**

### **Purpose**

To provide an update on recent task group activity and propose any decisions requiring Committee approval.

### **1. Educational for 16-19s Task Group**

#### **Membership:**

Kaylum House  
Jon Hubbard (Chairman)  
George Jeans  
Gordon King  
Jacqui Lay  
Mike Thompson

#### **Terms of reference:**

To review the quality, range and equity of access to further education in Wiltshire. The Task Group have also agreed the following outcomes for this review:

- a) Young people are aware of the full range of 16-19 opportunities available to them
- b) Young people feel supported to make informed choices from their local 16-19 offer
- c) The local 16-19 offer reflects what young people want
- d) Young people can access their local 16-19 offer
- e) The local 16-19 offer reflects the skill-sets that local employers want.

#### **Recent activity:**

At their first meeting the task group agreed to undertake a piece of wide-ranging 'learner voice' work, surveying Wiltshire young people about their experiences of 16-19 education. Officers met with a student from Bath Spa University studying for a Master's degree in Education to discuss the possibility of her designing or running this survey as part of her qualification. This meeting highlighted a number of issues and the chairman subsequently met with officers to discuss how these could be resolved. It was decided that

due to the scale of the task and it being a transition period in the relevant council teams the time was not right to begin this learner voice work. The chairman would therefore like to propose that the task group pauses work until September 2014, when the situation will be reassessed.

## **2. Safeguarding Children and Young People Task Group**

### **Membership:**

Ken Brough  
Andrew Davis  
Jon Hubbard (Chairman)  
Alice Kemp  
Bill Moss  
Bridget Wayman

### **Terms of reference:**

- a) To monitor the implementation of any recommendations made by the Safeguarding Children and Young People Task Group that are endorsed by the Children's Select Committee and accepted by the executive.
- b) To scrutinise Wiltshire Council's delivery of improvements to safeguarding children and young people as set out in the Safeguarding and Adoptions Improvement Plan.
- c) To receive a twice-annual report from the Council's Lead Member for Safeguarding Children and Young People providing details of their safeguarding activity.
- d) To continue/conduct ongoing scrutiny of services for Looked After Children (LAC).
- e) To work in collaboration with the Safeguarding Children and Young People Panel to clarify future joint-working arrangements.

### **Recent activity:**

The task group met on 3 April 2014 to undertake a 'deep-dive' meeting looking at the auditing process for children's social care casework. The following was discussed:

- Three main kinds of audits are undertaken:
  1. Audits by operational managers and Conference and Reviewing Officers
  2. Thematic Independent Audits
  3. Other Quality Audits

- The number of manager audits being undertaken had reduced in recent months because of other work priorities. The appointment of two Heads of Service should help to remedy this.
- It was agreed that, alongside other key performance data, the task group should receive a summary of recent children's social care audit activity. This will include the kinds of audits done with a breakdown of the results, allowing trends to be identified.
- The auditing framework is currently being reviewed and managers are being asked to undertake a different style of audit that incorporates a range of data, such as interviews with witnesses. These audits may be more time-consuming but will provide a more accurate picture of the child protection work being undertaken. The task group will receive a report on the new audit framework and initial results on 12 September 2014.

The task group also met on 21 May 2014 to consider the latest safeguarding performance data. The following was discussed:

- Setting meaningful targets for certain indicators is difficult and potentially misleading because the figures can be interpreted in different ways and may interrelate with other indicators in complex ways. It was agreed that for some indicators a banded target indicating an upper and lower limit of what is acceptable would be more appropriate.
- Similarly, RAG-rating certain indicators can be difficult depending on what constitutes success. Members felt that it was important to stick to a set definition of what Red, Amber and Green ratings meant.
- Members would continue to focus on monitoring the low percentages of child protection single assessments currently being completed within agreed timescales. The Operational Audit Group (an officer group) will also be looking at this. National comparators are not yet available for this indicator.

#### **Forward work programme summary:**

- The task group will focus on one of the following themes for its next 'deep dive' meeting (July TBC)
  - Multi Agency Forums (MAFs), including their operation and sustainability
  - The delivery of Wiltshire Safeguarding Children Board's (WSCB) Business Plan objectives.
  - Quality assuring the 'Safeguarding considerations' sections of committee reports, which were introduced following the task group's recommendation in 2012.

- The task group will receive a report on the new audit framework and initial results (September).

### **3. Schools and the Local Authority Task Group**

#### **Members:**

Ken Brough  
 John Hawkins  
 Jon Hubbard  
 Gordon King (to be confirmed)  
 Phillip Whalley (Chairman)

#### **Terms of reference:**

- a) To explore how the Council promotes excellence and fulfils its statutory duties to children and young people in Wiltshire's schools.
- b) To explore whether the services offered by the Council meet the needs of schools and students, and if not, how they could be developed to help improve outcomes.

#### **Recent activity:**

The Task Group met on 22 April 2014 and considered an updated document describing the council statutory duties to schools, how they are met and by which team. The following was discussed:

- Members were concerned that there was no regular forum where senior officers from the relevant departments met to discuss specifically schools issues. This Portfolio Holder for Education, Skills and Schools reported that he would take this back for further discussion at Corporate Director level.

On 29 April 2014 Cllrs Hubbard, Prickett and Whalley attended The Academies Show 2014 in London – a national event comprising a comprehensive programme of talks and seminars on all areas of the academies programme. The following emerged as key themes:

- Local authorities vary in terms of the emphasis they place on trading services to schools, with some proactively trading services to schools outside of their local authority area.
- Multi-academy trusts are being given significant attention nationally. A multi-academy trust (MAT) is an organisation that runs a number of academies, which could include Free Schools, under a single charitable company. The advantage of such collaborative arrangements are seen to be economies of scale, shared and better services, a broader curriculum offer, and better opportunities and career development for staff.

On 20 May 2014 the task group met to discuss their forthcoming meetings with head teachers and governors. These meetings will gather schools' perspectives on their relationship with the local authority and how schools would like it to look in the future. The results of these meetings will then inform a wider snap survey of schools across Wiltshire.

**Forward work programme summary:**

- Meetings with school head teachers and governors (June)
- Meeting with the CEO of the White Horse Federation (June/July)
- Receiving details of the take-up of school improvement services traded with schools by the council (June)
- Designing and implementing a survey of Wiltshire schools (September)

**4. SEND (Special Educational Needs and Disabilities) Task Group**

**Membership:**

Ken Brough  
Trevor Carbin  
Mary Champion  
Sue Evans  
Simon Jacobs  
Alice Kemp (Chairman)  
John Walsh

**Terms of reference:**

To explore how we can best prepare young people with SEND for Adulthood, including:

1. local education and training options, including managing transitions
2. planning for employment and supporting local employers to employ young people with SEND
3. providing housing options to support young people with SEND to live in their communities
4. developing communities that are inclusive, welcoming and supportive of young people with SEND.

**Recent activity:**

On 4 April 2014 the task group met to focus on their forth theme, "Developing communities that are inclusive, welcoming and supportive of young people with SEND." The following was discussed:

- The Head of Campus and Operational Models reported on the consultation undertaken with young people with SEND in regards to the development of community campuses. Work is being done to ensure that the signage in campuses is suitable for those with SEND i.e. signs

included in braille or in symbol form. The task group agreed to visit Corsham Campus once it has opened (June). It was noted that Community Operations Boards (COBs) and Area Boards had a significant role in proactively engaging with people with SEND and ensuring that their community campuses are designed in a way that is inclusive. It was agreed that members of the task group would attend a meeting of the Area Board Chairmen (ABC) to discuss this issue.

- It was provisionally agreed to defer consideration of the task groups first theme, “local education and training options, including managing transitions”, for approximately 6 months. This was to allow time for the outcomes of the recent Ofsted inspection of Wiltshire College to emerge and as well as other developments in SEND provision.

The task group’s next meeting will focus on its third theme, “providing housing options to support young people with SEND to live in their communities”. Officers from the Housing and SEND teams will provide a briefing on:

- What the housing options are for young people with SEND
- The housing information and advice available
- How this is accessed and when
- The particular housing challenges faced by young people with SEND

#### **Forward work programme summary:**

- Visits to post-16 education providers for SEND in and out of county (September)
- Receive a briefing on the Wiltshire Employment Support Team (WEST), which supports young people in finding and sustaining paid employment with local employers (July/September).
- Receive further details of Supported Internships. (July/September).
- To investigate Wiltshire Council’s approach to employment and young people with SEND, including: Non-traditional interview formats, work experience opportunities, job sharing and the Apprenticeships programme. (July/September).
- Receive a briefing on housing options, information and advice from the council Housing team. (July)
- Meeting with Area Board Chairmen to discuss area board inclusion of young people with SEND. (July)
- Potential meeting with Wiltshire People First, a disabled people’s user led Self Advocacy organisation. (TBC)



## **Proposals**

- 1. To note the update on task group activity provided.**
- 2. To agree that the Education for 16-19s Task Group will pause activity until September 2014, when the situation will be reassessed.**
- 3. To note that Cllr Sheila Parker and Cllr Horace Prickett have taken up portfolio holder positions and are therefore no longer members of the Schools and the Local Authority Task Group.**
- 4. To appoint Cllr Gordon King to the Schools and the Local Authority Task Group.**

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01225 718052, [henry.powell@wiltshire.gov.uk](mailto:henry.powell@wiltshire.gov.uk)

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## **Coalition Changes – Update March to May 2014**

### **Children and Families Act 2014 gains royal assent**

1. The [Children and Families Act 2014](#) takes forward the coalition government's commitment to improve services for vulnerable children and support strong families. It reinforces wider reforms to ensure that all children and young people can succeed, no matter what their background. A summary of the content of the 2013 Bill that informs the Act is attached as an appendix to this report.
2. The act will reform the systems for adoption, looked-after children, family justice and special educational needs. It will introduce changes to support the welfare of children. It will encourage growth in the childcare sector, introduce a new system of shared parental leave and ensure children in England have a strong advocate for their rights.
3. The provisions in the act span the responsibilities of the Department for Education, the Ministry of Justice, the Department for Business, Innovation and Skills, the Department for Work and Pensions, and the Department of Health.

### **Reformed GCSE and A level content**

4. In November of last year, the Department for Education published details of revised content for GCSEs in English and mathematics, for first teaching from September 2015. Revised content for GCSEs in science, history, geography and languages, which will be taught in schools from September 2016 is now also available.
5. A number of arts-based subjects are to be reformed as rigorous, demanding and world-class new GCSEs and A levels for first teaching from September 2016. At GCSE level, they are art and design, music, drama, and dance. Five other subjects - citizenship, computer science, design and technology, PE, and religious studies - will also be reformed on this timetable.
6. Revised content for A levels in English literature, English language, English literature and language, biology, chemistry, physics, psychology, history, economics, business, computer science, art and design and sociology has also been published, for first teaching from September 2015.
7. Alongside these announcements, Ofqual is today setting out its decisions on how these new GCSEs and A levels should be assessed - with linear assessment rather than modules, and a greater focus on exams rather than controlled assessment.

## **Safeguarding guidance for schools and colleges**

8. Updated statutory [safeguarding guidance](#) for schools and colleges - 'Keeping children safe in education' has been published. Effective immediately, it has been sent to all schools and colleges and replaces 'Safeguarding children and safer recruitment in education (2006)'. Content includes:
  - Safeguarding information for staff
  - The responsibilities of governing bodies
  - Safer recruitment
  - Handling of allegations against staff

## **Careers guidance**

9. Revised statutory guidance, "Careers guidance and inspiration in schools", which will be effective from September 2014 has been published. The guidance sets a clear framework for the provision of advice and guidance, giving schools clarity on the required approach to ensure that expectations are set high, and all young people can access the support they need to understand and navigate an ambitious range of career options.
10. The guidance emphasizes the need to provide pupils with direct experience of the world of work, a clear view of the labour market and a good understanding of progression routes through education, including apprenticeships and university. The guidance highlights the benefits of pupils having face-to-face discussions to explore career ideas with a range of people including alumni, careers advisers, coaches, mentors and other inspiring individuals.

## **School Funding**

11. The government has consulted (13 March – 30 April 2014) on school funding through their paper "[Fairer School Funding](#)" which sets out the Department for Education's proposal to allocate an additional £350m in 2015-16, to increase the per-pupil budgets for the least fairly funded local areas. The proposal will mean that in 2015-16, every local area will attract a minimum level of funding for its pupils and schools, making the distribution of funding to local areas fairer whilst ensuring that no area receives a cut to its per-pupil budget. The consultation invited views on how to set these minimum funding levels, and how to distribute the additional £350 million funding. Based on the illustrative figures included in the consultation it is expected that Wiltshire would benefit from this additional funding although any final allocation would be based on October 2014 pupil numbers so the amount of additional funding is not yet known. The results of the consultation and the department's response will be published on the DfE e-consultation website in summer 2014.

## School accountability

12. To help all parents and students to compare schools and colleges, the government will require all schools and colleges to publish the key information for primary, secondary and 16 to 19 phases on their websites in a standard format. This information will clearly show the progress that students make, their attainment and how well they do in English and mathematics.

### Primary

- the standard for success for primary schools is being reset. Expectations are currently too low (level 4c in English and mathematics). In 2012, fewer than half the pupils who had only just reached this expected standard went on to achieve 5 good GCSEs. Under the new system, schools will be expected to support at least 85% of their pupils to achieve a new higher standard (closer to the present 4b level). With the continued improvement in teaching, the sharper focus of the new curriculum and increased funding, results should rise.
- To judge schools' progress more fairly, a new assessment taken during reception will be introduced as the baseline. This will sit within teachers' broader ongoing assessments of children's development and progress throughout reception. The reception baseline will be used to assess schools' progress for children who start reception in September 2016 and beyond. Schools that choose not to use an approved baseline assessment from 2016 will be judged on the 85% attainment standard alone.
- From September 2016, the early years foundation stage (EYFS) profile will no longer be compulsory. The EYFS will continue to be statutory and the basis for Ofsted inspection of early year settings including children in a school nursery and reception classes, thereby ensuring children receive a broad education and are able to learn and thrive in school.

### Secondary

- Secondary schools will show pupils' progress from age 11 to 16 (compared to others with the same results at age 11); what their pupils' average grade is across 8 subjects; what proportion of their pupils achieve at least a C in English and maths; and what proportion of their pupils achieve the EBacc.

### 16 to 19

- New, fairer minimum standards for 16 to 19 providers will be introduced. Wherever data allows it progress measures will be used. This will apply to academic and applied general qualifications. Where the data is not robust enough, a combined completion and attainment measure will be used. 5 headline measures of performance for all 16 to 19 providers will be introduced to give a broader picture of educational outcomes than attainment alone. These headline measures include:

- progress measures
- attainment measures
- retention measures
- English and mathematics progress measures for those who did not achieve good grades at age 16
- destination measures

### **Headteacher standards review**

13. Many governing bodies use the current standards - last reviewed in 2004 - to inform headteacher recruitment and performance assessment. The review will consider best practice internationally, call for expert advice and evidence, and engage with teachers and leaders. It will aim to establish a set of standards for headteachers that:

- are unequivocal, clear and easy to understand
- can be used to assess the performance of headteachers
- steer the professional development of both existing and aspiring headteachers
- are designed to inspire confidence in headteachers
- focus primarily on the key elements of high-quality school and system leadership

14. The review, including draft revised standards, will report to the Secretary of State for Education in the summer, with the intention of publishing standards in the autumn.

### **Priority School Building Programme (PSBP)**

15. The government has announced that as part of capital expenditure over the next spending review period from 2015 to 2021, it will fund a second phase of the Priority School Building Programme, with a value of around £2 billion. The original Priority School Building Programme worked on the basis of the condition of the whole school site. They will now refine this to look at targeting individual school buildings, as well as whole school rebuilds where this is appropriate, so that the DFE can focus much more tightly on addressing specific issues in the estate.

## Academies Update

16. Number in Wiltshire as at beginning of May 2014:

Sponsored academies	11
Non-sponsored converter academies	36

17. Additions since last meeting.

Netheravon All Saints VA CofE Primary School	Apr-14
Pewsey Primary School	Apr-14
Zouch Primary School	Apr-14

CAROLYN GODFREY  
Corporate Director

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Report author: Lynda Cox, Head of Performance and Information Management,  
Children's Services.

Largely taken from the DFE website content 11 March to 19 May 2014.

22/05/14

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**Overview and Scrutiny Work Plan**

Committee	Review / Task Group	Mar-14	Apr-14	May-14	Jun-14	Jul-14	Aug-14	Sep-14	Oct-14	Nov-14	Scrutiny Officer	STATUS (incl. date)	
		Cabinet 18th Mar	Cabinet 22nd April	Cabinet 20th May	Cabinet 17th Jun	Cabinet 22nd Jul		Cabinet 16nd Sep	Cabinet 7th Oct	Cabinet 11th Nov			
				Council 13th May		Council 29th Jul			Council 21st Oct				
CHILDREN'S	Apprenticeships in Wiltshire	Children's March 2013									HP	Covering council facilitation of apprenticeships and the council's use of apprentices as an employer	
	Early Help Strategy - update				Children's June 2013							HP	
	Exec response: Final Report of the Positive Leisure Activities for Young People Task Group				Children's June 2013							HP	This task group was established to respond to the consultation on a Cabinet review of youth activities.
	Executive response to the 18 month review of the FE in the Salisbury Area Task Group	Children's March 2013										HP	
	Safeguarding Children & Young People Task Group										HP	Review in progress Next meeting 12 September	
	Education for 16-19s Task Group										HP	Review on hold On hold due to changes in relevant council departments.	
	SEND Task Group										HP	Review in progress Next meeting TBA	
	Schools and the Local Authority Task Group										HP	Review in progress Next meeting 17 June	

**Overview and Scrutiny Work Plan**

Committee	Review / Task Group	Mar-14	Apr-14	May-14	Jun-14	Jul-14	Aug-14	Sep-14	Oct-14	Nov-14	Scrutin y Officer	STATUS (incl. date)
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