

<b>Item No:</b>	<b>Classification:</b> Open	<b>Date:</b> 25 <sup>th</sup> February 2003	<b>Executive</b>
<b>Title of Report</b>		Youth Service Plan: 2003/004	
<b>From</b>		Strategic Director of Education and Culture	

## RECOMMENDATIONS

1. That Members approve the Youth Service Plan: 2003/004 as set out in Appendix 1.

## BACKGROUND INFORMATION

2. In December 2001, the then Minister for Youth (Malcolm Wicks) wrote to local authorities, Principal Youth Officers and Connexions Service Chief Executives setting out guidance on how the statutory Youth Service and Connexions Partnerships should work together to provide co-ordinated access to support for all young people aged 13 to 19. Funding was announced in a two-year Transforming Youth Work Development Fund programme (TYWDF) to kickstart the process and to enable local authorities to begin planning from April 2002. Anne Weinstock, Chief Executive of the Connexions Service National Unit, wrote to local authorities and Principal Youth Officers in February 2002 indicating that local authority Youth Services would be expected to lead on the production of a comprehensive 'Youth Service Plan' as a key output and condition of the Transforming Youth Work Development Fund programme. In June the Government published its '*Working Together – Connexions Service and the Statutory Youth Service*' (2002) guidance. The guidelines sought to highlight the relationship between the Connexions Service delivery and the Youth Service.
3. In this document, the Government identified 6 core principles governing the development of Youth Services. They are that:
  1. youth work practice will continue to be provided by Local Authorities and for them to be more aligned to the Connexions and Transforming Youth Work focus on 13 – 19yrs age range. The Statutory Youth Service (Local Authority) should aim to concentrate not less than 80% of its available youth work resources on 13 – 19yrs. The 80/20 ratio allows for local flexibility, determination and prioritisation whilst acknowledging a resource entitlement for the young people for whom the youth service and youth work skills were primarily designed.
  2. Ofsted will continue to inspect the Local Authority youth work. In the longer term the expectation is that the inspection frame work for youth work and for Connexions will be closely aligned.
  3. All 13 – 19yrs youth work and resources planned, managed and delivered as part of a joint working agreement between the Youth Service and the Connexions Partnership underpinned by respective service plans, a written agreement to be reviewed annually and a spirit of true partnership and mutual respect. All future funding through the DfES will be conditional on the

- Youth Service and the Connexions Partnership demonstrating an active commitment and contribution to shared aims, objectives and targets.
4. The Youth Service should continue to support local democratic and participative models for involving young people and to provide a lead role for this across the Local Authority and the Connexions Service.
  5. Elected members are to have a key role in driving up standards. They are to be represented at both the Partnership Board level and on the local management committee (LMCs).
  6. A significant numbers of youth workers are to operate as personal advisers. Youth workers already carry out aspects of the personal adviser role in their day to day work and are ideally placed, given their unique skills and expertise, to deliver the role within the new Connexions Service arrangements.
4. These principles provide the baseline upon which the Youth Service Plan is built. In September 2002, *Transforming Youth Work: Planning for Local Authority Youth Services: 2003/004 Guidance* was published. This publication provided the framework for the production of the Youth Service Plan: 2003/004. This “common planning framework”, as it is referred to, has 8 sections, all of which must be addressed. They cover:
    1. Strategic objectives
    2. The local context
    3. The local Youth Service
    4. Involving young people
    5. Equality and diversity
    6. Quality and staff development
    7. Significant practice examples
    8. Implementation
  5. This Plan will need to demonstrate the ‘partnership’ arrangement and joint delivery of both the voluntary sector youth organisations and that of the maintained sector (i.e. the local authority). In developing the Plan it is expected that consultation takes place with the following:
    1. **The local Connexions Partnership:** to ensure synergy and coherence between Youth Service plans for all 13 – 19 youth work provision and Connexions Service planning;
    2. **Any representative body for voluntary youth organisations**, where one exists (and in the absence of such a body, it should consult a range of organisations broadly representative of voluntary sector providers in the area); and
    3. **Young people**
  6. Most recently, in December 2002, the Government published its long awaited ‘resourcing’ the youth service framework. This document brings together, in one policy framework, what the Government refers to as a “landmark document” as it sets out for the first time the “Government’s specification for an ‘Excellent Youth Service’”. The document provides the basis for securing “...a modernised youth service which delivers a consistently high standard of youth work.”
  7. Taken together - alongside the Learning and Skills Act (2000) and the Disability Discrimination Act 1995(Special Educational Needs Disability Act as amended,

2001) - these documents contain a number of requirements as well as allowing for flexibility and determination at the local level. The Youth Service Plan cover the years 2003-2006, with its main focus on a detailed delivery plan for 2003 – 04. Production of the Plan presents a new opportunity for the Youth Service to articulate the value of the provision it makes to the strategic objectives of the local authority, the development of the Connexions Service, meeting a range of needs, including strategies for reaching the most excluded and alienated young people.

## **KEY ISSUES FOR CONSIDERATION**

1. The Challenges facing the Youth Service
8. Youth Services responds well to the generality of young people, in particular those who experience difficulties, those who are marginalised and those who are disaffected. These include young people who fail to realise their potential in personal, social, academic and vocational development. Many do not participate fully in the democratic process; substantial numbers drop-out of education or training while worryingly, many are tempted into drug misuse or anti-social activity/behaviour.
9. Through its educational approach youth services promote social inclusion by providing programmes which meet the needs of disadvantaged and vulnerable groups, accrediting learning so as to enhance employability. Youth services do this through a range of provisions and opportunities geared to meeting young people's personal and social development needs. The range of youth work provisions will include: youth clubs (building based provision), detached work, counselling, information and advice centres, outreach and project work. Fundamental to the effective delivery of a 'local youth service' is the partnership arrangement between voluntary organisations and the local authority. Together, this arrangement provides the definition of the '*local youth service*'.
10. Young people and their needs are changing and the socio-economic climate is changing. What is required is more than general aims, or expression of basic beliefs and values, nor justification of the process the Youth Service adopts, but clear idea as to the practical outcomes - in terms of skills and experience - which the Youth Service can and should offer. None of this is possible without objectives and proposed outcomes which can be measured and evaluated in terms of efficiency and effectiveness. In youth service terms, the 'service' is the "curriculum" it delivers, while the skills, attitudes and knowledge experienced by young people are the 'learning outcomes' it seeks to achieve.
11. The challenge that now confronts local authority services such as Southwark, is to ensure that all young people, wherever they are growing up, have constructive opportunities to extend their learning and access to support of the highest quality. The Best Value Review of the Youth Service (2001) concluded that what is needed is for a balance to be struck between leisure and recreational opportunities and social and life skills opportunities; between policies and practices geared to those deemed 'problematic' and those who require a more gentle and softer touch. In short, to be effective, any services for the young will not be successful if policies, practices and finances are targeted simply on the young people who are perceived to be social problems.
12. The Best Value review process also highlighted the need to have in place a coherent and corporate 'youth strategy' for the borough. Fundamentally this

should address the need to improve all aspects of joint working, commissioning, professional development and quality assurance across the range of professionals and volunteers involved in the delivery of services to young people. To support this approach there is a need to maximise the availability of external funding to meet the demand, rather than expect any one single service area to continue to meet such demands. Within this approach the Youth Service will have a key role to play as one of the partners.

## 2. Resourcing Excellent Youth Services

13. The Government has made it clear that improving and expanding the local youth services should be a priority for all local authorities. The Government published on 18 December 2002 its guidance document *"Resourcing Excellent Youth Services"*. This document explains what local authorities are expected to do to provide high quality services. The new Section 52 reporting arrangements will allow local authorities to demonstrate the investment they are making. *"Resourcing Excellent Youth Services"* sets out:
- a) what the Government expects from local authorities and what they should do to secure a high quality Youth Service in the future;
  - b) a model of national standards with challenging performance measures;
  - c) the resources required to meet the Government's expectations of the Youth Service in meeting new Youth Service targets and in contributing to a range of cross cutting targets.
  - d) It confirms that Ministers want to encourage local authorities to deliver substantial improvements to their Youth Services, and encourages local authorities to allocate resources from the EFS Youth and Community Sub Block in a way that will ensure increased investment in the Youth Service;
  - e) the Secretary of State's powers to intervene where a local authority fails to provide a sufficient Youth Service.
- ## 3. Towards a Youth Support and Development Service: The Youth and Connexions Service
14. An effective, efficient and balanced system for the 'support and development' of young people, alongside formal education is what is required in Southwark. The support element will be secured to some extent, especially in relation to information, advice and guidance, through the Connexions Service. A transformed and re-shaped youth services offers the means to implement the full vision contained within the Transforming Youth Work agenda and to the wider policies under consideration with regards to young people. From the Local Authority perspective, such a 'youth support and development service' should:
- a) Include its own direct youth work provision (i.e. the maintained youth service)
  - b) Work in partnership with the voluntary and independent sector (the voluntary youth organisations)
  - c) Promote and integrate (where appropriate and relevant) work within other services, to meet the needs of young people and their communities (co-ordination and planning).
  - d) Include advice, information and guidance provision.
15. Such a 'youth support and development' approach would provide for:
- a) Young people's personal, social and educational development
  - b) Their voice and influence; and

- c) Their inclusion and engagement in society.
16. As the success of the emerging Connexions Service is clearly dependent on the role of the youth service (and youth work particularly), we have located the delivery of the local authority Connexions Service contract alongside the Youth Service, to create The Youth and Connexions Service. In so doing, provide for a co-ordinated and coherent frame of reference for young people focused services that are not in scope to the more formal school-education system and so avoid duplication and ensure synergy across like services.
  17. Within this reconfiguration, policy development and programme delivery would be governed by the following core principles:
    - a) **Co-ordination and leadership** – ensuring effective structures are in place to take forward the local agenda and ensure partnerships are developed and to ensure coherence and co-ordination
    - b) **Policies and programme designed with young people’s needs and priorities in mind** – having in place effective mechanisms for listening to young people.
    - c) **Early intervention** – preventative opportunities to dissuade young people from involvement in activities that may lead them into anti-social behaviour which would prevent the development of human and social capital
    - d) **Continually improving services** (Quality assurance) – assembling and sharing knowledge of ‘what works’ in services for young people, including the spread of good practice, new research and evaluation.
4. The Southwark Youth Service Plan: 2003/004
18. The Youth and Connexions Service makes a significant contribution to social education by offering a wide range of informal educational activities which children and young people choose to use. The maintained Youth Service is located within the Education and Culture Directorate and provides for young people’s social and personal development through youth clubs, information centres, specialist projects and street-based work. The local authority Youth Service currently directly manages 7 youth centres, an arts and media project, the Summer University, Duke of Edinburgh’s Award scheme, Youth Council, the Peckham Youth Training Initiative, the Young People’s Magazine Project as well as responsibility for the delivery of the local authority Connexions Service contract (see above). Arising from the Best Value Review (2001), was the need for the Service to focus on the 11 – 19 year old age range and up to 25 years for young people with special needs.
  19. In addition, it provides support to 28 voluntary youth projects through the grant aid programme (i.e. uniformed and non-uniformed organisations). Of the total number of projects funded, 8 organisations are presently subject to Service Agreements. The partnership is further enhanced by the ability of the partners to seek external funding with which to extend services. Delivery through partnership with the Voluntary Sector has resulted in their needs being reflected in many areas within the Youth Service Plan, in particular in collaborative programme development at the level of workers and effective monitoring of the grant aid at the strategic level.
  20. The Head of Youth and Connexions Service is responsible to the Strategic Director of Education and Culture and has responsibility for the strategic and operational delivery of the youth work and personal advisory provision (i.e. the

intensive and specialist programme/contract). Within the Plan a structure chart is presented as Appendix 4.

21. The Youth Service budget for the financial year ending March 2003 is £2,965,261 (inclusive of asset rent, NNDR and other premises related costs). Of this allocation, £621,496 (or 20% of the budget) represents the grant aid budget to voluntary youth organisations (VYOs). The Youth Service expects to receive £1,410,306 income from a variety of sources in 2002/003, some of which will cease in 2003/004 (the breakdown is contained within the Plan on page 34).
22. *The Southwark Youth Service Plan: 2003/004*, which is attached as Appendix 1, details how the Youth Service will meet corporate and national objectives in 2003/004. *The Southwark Youth Service Plan: 2003/004*, focuses on the role and effectiveness of the local youth service provision in Southwark. For the first time, the 'partnership' arrangement has been given a 'statutory steer'. It recognises that in order to develop a coherent and co-ordinated 'local youth service', an outline of the partnership arrangements between the local authority, the voluntary organisations and the young people themselves, and the arrangements for consultation and joint planning, needs to be in place. *The Southwark Youth Service Plan: 2003/004* provides the initial building blocks for the challenges which lay ahead by mapping out **what** the local youth service will be doing (i.e. the targets) and **how** it intends to work in partnership with other providers of services to young people (i.e. other independent and statutory agencies) to effect the necessary changes we are striving to achieve.
23. In meeting the challenges for developing young people's capacities as outlined in this report, the Youth Service Plan: 2003/004 has sought to focus on the following three strategic principles (details are contained in the Plan as indicated in parentheses):
  - a) the development of the partnership arrangement between voluntary youth organisations and the local authority (see Local Youth Service Section, pages 23 – 26, Appendix 5 – 8); and
  - b) implementation of the youth work curriculum (see Local Youth Service Section, page 26).

## Aims, objectives and targets of the Youth Service Plan

24. The Youth Service Plan will aim to directly deliver against the following key Council priorities:
- a) **Tackling Poverty**
  - b) **Cutting crime and the fear of crime**
  - c) **Raising standards in our schools**
25. In meeting the needs of young people, the Youth and Connexions Service's Mission is to:
- “...support young people through their teenage years and in their transition to adulthood and working life by improving local opportunities to enjoy life and to develop and learn to their full potential, be challenged and stretched to bring the best out of them to become active citizens who add value to their local community and participate in society, learning and economy.”***
26. The Youth and Connexions Service will achieve this aim by leading on, and either directly deliver and/or commission through the voluntary youth sector, services that seek:
- a) To ensure that all young people have access to an effective, co-ordinated and integrated universal youth advice, information, guidance and counselling service to support their transition into adulthood
  - b) To provide for the social educational needs of young people, derived from a curriculum framework, which supports young people's development in citizenship, the arts and in personal and social life skills for 13 – 19 year olds offered in all youth clubs/centres, through residential experiences, peer education and project based opportunities
  - c) To raise the educational attainment level of all young people in Southwark, irrespective of their starting point in life, to make learning effective and life enhancing
  - d) To provide generic centre-based, project based, detached and outreach youth work programmes to provide for young people's social and personal learning
  - e) To provide out of school hours learning and behaviour support, with particular reference to the co-ordination of provision for 'summer' holiday (i.e. Summer Plus, 16+ Activities and Summer University programmes)
  - f) To raise awareness, participation and achievement of young people post 16 – 19yrs
  - g) To provide specific employment, training and education opportunities for young people aged 16 - 19years,who may have left school with little to no

formal qualifications and who may be at risk of involvement crime and anti-social activities, with particular reference to the 14 – 19 curriculum framework

- h) To promote intervention and prevention actions to address the causes of disaffection and exclusions (i.e. these include helping young people avoid crime, live healthily, including avoiding drug and alcohol misuse and teenage pregnancies, and achieve qualifications and gain employment)
- i) To develop ways to ensure that young people have a strong voice in the design and delivery of services which impact on them
- j) To recognise and celebrate the achievements of young people and their contribution to the well being of the community
- k) To establish Quality Assurance systems to meet the Ofsted inspection requirements and so ensure that the Youth Service and the Connexions Service is providing a quality service

### **The Youth and Connexions Service Targets**

27. The success of the Service will be measured by the achievement of the following targets:

#### **National targets**

1. Youth Service to reach up to 25% of young people in the target 13 – 19yrs age range (currently 12%) by 2005/006. In 2003/004 this will be 18%; 2004/005: 21% 2005/006: 25%
2. Of the 25% reached in the 13 – 19 target population, 60% to undergo personal and social development which results in an accredited outcome.
3. To achieve 85% or better satisfactory rating from young people engaged with the Youth Service.
4. To work very closely with the LSC, EBA, employers and work based training providers to ensure that disaffected young people, aged 16 – 19yrs, have access to and be able to achieve to the best of their ability in the labour market, by increasing the number of young people achieving a qualification equivalent to NVQ level 2 through the Youth Service.
5. To contribute to the reduction of the under 18 conception rate by 50% (2010) and establish a downward trend in the conception rate for under 16s.
6. To work with a targeted group of young mothers, aged 16 – 19yrs, to enable them to get back into education, employment and training (min. 60% success rate).
7. To work with the Youth Offending Team (YOT) to provide an appropriate education, training and employment provision to reach at least 50% of those young people supervised.
8. To refer young people, with a drug related problem, to specialist support and to have in place, through the social education programme, a wider drugs



prevention programme across all youth centres in both the voluntary and maintained sector.

9. The Youth and Connexions Service will conduct a survey of young people's perception, views and needs every year.

10. To meet the National Youth Agency's (NYA) minimum standards for promoting young people's social development and personal achievement.

28. **Local targets**

1. Providing a mixed range of high quality leisure, recreational and educational activities and opportunities to meet the social and personal education needs of young people aged 11 – 19yrs (core age range 13 – 19yrs)
2. Providing a wide diversity of youth clubs and youth activities, including the virtual dimension, within other organisations, that meet the needs of young people
3. Offering the Duke of Edinburgh's Award or similar youth achievement awards to all 14 – 25yrs olds
4. Providing arrangements to secure sufficient outreach and detached youth work to connect with, and sustain contact with, substantial numbers of disengaged young people.
5. Ensuring that young people have a voice and will be listened to about services being provided to them and issues affecting them.
6. To have in place a Youth Charter developed by young people
7. Young people's attendance to increase by 50% over the years 2003/004 – 2005/006 (2001/002: 112,000)
8. To achieve an Ofsted equivalent rating on the 'Self-assessment schedule' of 80% or better in 2003/004).
9. To have in place an annual event that celebrates and recognise young people's social and personal development achievements
10. To provide a co-ordinated summer programme for young people aged 13 – 19yrs, targeted (250 – 300 young people ) and generic (3000 young people)
11. To establish a link with the new City Academy when this is built in 2003 with the intention of this being a 'specialist, business/enterprise' Connexion Access Point.
12. Provide opportunities within neighbourhoods for young people to get a good start in life, in particular with reference to special needs provision
13. Reduce young people as perpetrators and victims of crime by implementing school and neighbourhood focused interventions as part of the youth crime strategy.
14. To target resources at supporting young people in care in their transition to independent living.

15. To establish placements in the Youth Service to support young people engaged on the Foundation in Modern Apprenticeship (FMA) programme (NVQ 2).
29. The proposals contained within the Action Plan attached as Appendix 2 within the Plan, reflect the actions and activities to be put in place to achieve these targets.

### **CONCLUDING REMARKS**

30. A sufficient 'local youth service' is not simply a question of more resources, it involves formalising and prioritising a number of requirements to ensure quality youth work and encourage good practice. This involves the development of:
  - a) a clear statement of purpose for youth work delivery;
  - b) arrangements for ensuring equity and quality of resources and provisions;
  - c) outline of the partnership arrangements between the local authority and the voluntary organisations in the co-ordination and delivery of youth work within the Borough.
31. It is a feature of the Plan that it aims to provide a clear statement of the role and purpose of the Youth Service. Moreover, it begins to map the boundaries as to the unique contribution that youth work can make to social and personal development of young people living and growing up in Southwark. At its core, it demonstrates how the Youth Service will meet the Council's priorities.
32. The role of the voluntary youth organisations cannot be underestimated, nor for that matter, be overstated. The delivery of the Plan is a 'partnership' between the maintained sector(local authority) and the voluntary and independent sector. This partnership is built on confidence and understanding of clear goals and expectations. The 'Partnership Agreement' framework will go somewhat towards formalising the arrangements, especially with the proposal to establish a Chairs Forum, composed of voluntary and independent organisations who may not be in receipt of grant aid from the Council.

### **POLICY IMPLICATIONS**

33. *The Youth Service Plan:2003/004* provides a 'starting' point for meeting the challenges facing young people ( and youth service more generally) as we move towards the next millennium. The Youth Service Plan will seek to provide a starting point over the next three years to 2005/006 as we move towards the development of a 'Borough' Policy for Young People. There are a number of policies and strategic plans that variously address the 'youth' question (e.g. Youth Justice Plan; Children's and Young People Plan; Family Support Strategy etc). However, none is as focused as the Youth Service Plan in providing for the personal and social educational development of young people aged 13 – 19yrs. Indeed, all of these Plans reflect the work of the Youth Service.

### **RESOURCE IMPLICATIONS**

34. There are no additional resource implication arising from this report.

### **CONSULTATION**

35. A series of consultation meetings have taken place since May 2002, to engage colleagues and staff across the 'partnership' arrangements on the scope and direction of the Plan. In May a meeting was held with all chairs of grant aided voluntary organisations to brief colleagues in the light of the TYWDF and the forthcoming common planning framework; in June this was followed up by a 'service wide' a residential event to begin the mapping and sketching of the content of the Plan, focusing on the principle challenges facing the youth service nationally and locally; in October the first draft was circulated to key colleagues and partners, including the voluntary sector and Government Office for London; in November and December this was further discussed at the Youth Crime Sub-Group, the LMC and the Children's and Young People Partnership Board; on 14<sup>th</sup> December this was further discussed at a joint voluntary and maintained sector event. All staff in the Service have received the draft and have made comments. Simultaneously, discussions have been ongoing with the voluntary youth organisations on the grant aid programme, which reflects the development of the Plan. Written submissions have been received from colleagues within associated departments in the Council and voluntary youth organisations (copy sent to all grant aided organisations). Young people have been consulted as part of the agreed strategy (see TYWDF and June outcome). The Executive Member has been consulted and was also involved at the event on 14<sup>th</sup> December. On 23<sup>rd</sup> December a meeting was held with Government Office for London to consider the second draft. The Central London Partnership Board have also been consulted throughout the process.
36. A copy of the report has been sent to Southwark Action for Voluntary Organisations (SAVO) and the Youth Workers Forum for information.

### LEGAL IMPLICATIONS

There are no legal implications to this report.

Background Papers	Held At	Contact
Working Together – Connexions Service and the Statutory Youth Service	15 Spa Road, London SE16 3QW  <u>Copies obtainable from:</u> DfES Publications PO Box 5050 Sherwood Park Annesley Nottingham NG15 ODJ	Karl Murray
Transforming Youth Work: Planning for the Local Authority Youth Service: 2003/04 Guidance	15 Spa Road, London SE16 3QW  <u>Copies obtainable from:</u> DfES Publications PO Box 5050 Sherwood Park Annesley Nottingham NG15 ODJ	Karl Murray
Transforming Youth Work: Resourcing	15 Spa Road, London SE16 3QW	Karl Murray

Excellent Youth Services	<u>Copies obtainable from:</u> DfES Publications PO Box 5050 Sherwood Park Annesley Nottingham NG15 ODJ	
--------------------------	------------------------------------------------------------------------------------------------------------------------	--

Lead Officer	Dr Roger Smith, Strategic Director of Education and Culture		
Report Author	Karl Murray Head of Youth and Connexions Service		
Version	Final		
Dated	17 <sup>th</sup> February 2003		
Key Decision	No		
Consultation with other Officers/Directorates/Executive Member	Comments sought	Comments included	
Borough Solicitor & Secretary	Yes	Yes	
Chief Finance Officer	Yes	No	
Executive Member	Yes	No	
Date final report sent to Constitutional Support Services	17 <sup>th</sup> February 2003		