

Youth Work in Herefordshire

**A review of the current youth work provision in Herefordshire
with an options analysis for future delivery**

October 2011

Herefordshire Youth Work Review

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1. A review of the Herefordshire Youth Service was commissioned by Herefordshire Public Services following the budget setting process undertaken in February 2011. The purpose of the review was to:
 - identify ways in which the vision for young people's services could be achieved.
 - address how youth work could be directed more toward targeted intervention, and ensuring the needs of the most vulnerable are met, utilising youth work skills.
 - establish how communities and the voluntary sector could be better engaged in improving universal provision, and making it more locally relevant and available.
 - identify how reductions to the current youth service budget could be achieved.

2. What is Youth Work?

- 2.1. The role of youth work is to help young people develop their social and personal skills and is relevant to all young people in Herefordshire. It is an important form of non-formal education which makes a distinct and vital contribution to the development of young people. It is particularly relevant to those at risk of disengaging from society; those who become disaffected at school, those at risk of offending, those who may take health risks or become pregnant or parents in their teenage years, and those who will end up as disengaged in their own community.
- 2.2. The Government requires local authorities to determine a 'local youth offer' and secure a range of positive leisure-time activities for 13 to 19 year-olds, with:
 - access to sufficient youth work activities;
 - taking into account views of young people;
 - publicising of positive activities; and
 - consideration of alternative providers. There is also an expectation that on-going targeted work with vulnerable young people will reduce anti-social behaviour, and that early intervention within universal settings will prevent problems from escalating.
- 2.3. It is understood whilst activities can be positive in their own right, youth worker professionalism brings an informal educational focus that adds to young people's personal and social development. Herefordshire's youth offer is currently an open access education-based offer, which includes developmental programmes and opportunities to young people in the core age range of 13 to 19. The service works with the voluntary sector to offer a wide and varied number of activities and opportunities across the county.
- 2.4. In addition to the "Youth Offer", The Education Bill (Jan 11) includes a general duty to encourage, enable, or assist young people to remain in education and training. There is no specific direction in terms of how this duty is fulfilled.
- 2.5. Without effective intervention the outcomes for young people not in education, employment and training are poor compared to their peers. They can have difficulty making a good transition to adulthood and in the worst situations the personal cost to

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the individual is high and the cost to the state over the long term can be considerable. Youth workers engaging with some of the most troubled children are helping them to achieve much better outcomes, as evidenced by the evaluations from specific programmes and feedback from young people themselves.

- 2.6. As well as providing important opportunities for young people from all backgrounds to participate in decision-making and positive action, and to understand and respect alternative views, youth work has a fundamental role in helping tackle the barriers to individual learning and achievement. It enhances the potential for the individual to contribute to their community as part of the contract of being a citizen in today's society.
- 2.7. Citizenship is taught in schools, but citizenship is lived out in youth work through making participation a reality for young people, whether that's being part of designing the schedule of youth work activities for the local youth centre, volunteering in the local community or engaging in cross community programmes, all of which activities are available in most youth settings.

3. Vision for youth work in Herefordshire

- 3.1. Our vision in Herefordshire is for

children and young people to grow up healthy, happy and safe with supportive families and carers, and to make sure they have the best education and opportunities

- 3.2. To achieve this vision young people should have opportunities to be active in their communities, to be engaged in positive activities and to be supported by the community and wider support services when required.
- 3.3. Communities should be involved in bringing up young people and we want to facilitate a greater involvement of community organisations in doing this.
- 3.4. We want to see a vibrant set of universal, open access services available to young people provided by the community, including by young people themselves, with support services being targeted to those young people who need extra help to succeed as they move to adulthood.

4. Guiding principles

- 4.1. The following guiding principles have been used for the review; these principles set parameters and can be used to test options and recommendations.
 - Universal services are valued and will be delivered as a result of a partnership between Herefordshire Public Services (HPS), local communities, including young people and community/3rd Sector organisations.
 - The role of HPS is to be a community leader and funder of activities, not necessarily a provider. In providing funding, HPS has the responsibility for ensuring high quality, cost effective provision that maximises the use of public and community assets; ensuring that activities operate within the funding available

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and encouraging organisations to provide added value by way of their own funding streams and expertise, to contracts.

- There will be an increased focus on the most vulnerable young people and those that need targeted support with the intention of targeting responses to those most in need of support.
- An increase in focus on vulnerable young people will result in decreased HPS funding for universal, open access services. Overall this will lead to an increased proportion of the total spend on youth activities to be on targeted support.
- There will be a mix of providers delivering youth services, including HPS, existing trusts and non profit making organisations, along with independent and third sector organisations. Decisions will be made according to who the best provider is, with emphasis on the right skills, experience and track record in providing the services, and cost effectiveness. Over time, communities (including the young people) and third sector organisations will be engaged more than is the case now, in the decisions made about which services are delivered locally, and in running those services.
- Contestability will be built into the commissioning and procurement processes to provide transparency and to act in accordance with the spirit and legislation of the Localism Bill
- All organisations and activities involved in the welfare of young people will engage with the multi agency group processes that take place in the HPS localities.
- Youth work will be delivered in new and innovative ways which should facilitate the reduction of capital assets in line with the Corporate Asset Plan or ensure that community and corporate use of assets is maximised.

5. Outcomes

5.1. The outcome of this work will be measured through an:

- a decrease in those who are NEET (Not in Education, Employment and Training),
- a decrease in the numbers of teenage pregnancies,
- a decrease in substance misuse users or
- a decrease in first time entrants to the youth justice system; and
- an increase in attainment in schools and colleges
- an increase in apprenticeships
- 100% participation in education or training up to the age of 18 years.

6. Drivers

6.1. **National:**

6.1.1. National policies such as the Localism Bill, Modernising Commissioning White Paper and Building a Stronger Civil Society Strategy all indicate the necessity of modernising approaches in order to develop the influence of communities and strengthen the Voluntary Sector through support and commissioning arrangements. There is a national drive to focus public funding on ensuring

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the needs of the most vulnerable are met.

6.2. Local:

- 6.2.1. HPS is committed to supporting all children & young people, with a specific focus on the most vulnerable. There is a policy commitment to ensuring communities and the voluntary sector are even more engaged in delivering services, and making them more locally relevant and available. In line with the HPS vision to become a commissioning organisation. The youth review focuses on a stronger commissioning role and has regard to the options for cultural services, Corporate Asset Strategy and the rationalisation of assets, Herefordshire voluntary sector infrastructure project and Strategic Commissioning.
- 6.2.2. The development of options for cultural service arrangements, Corporate Asset Strategy and the 2011 Community Charter have a direct impact on the arrangements for the delivery of youth work opportunities in the future, Potential changes to youth centres does mean that the preferred mode of delivery needs to be flexible to cope with the possible changes.

6.3. Financial:

- 6.3.1. A summary of the 2011/12 budget for the youth service is attached as **Appendix 1**. In 2010/11 the youth budget was £1,085k. The reorganisation within Children's Services 2010/11 resulted in savings from the youth budget of 81k being achieved in 2011/12, largely from reducing both management and front line staffing costs.
- 6.3.2. The budget for 2010/11 is £957k. This review has been tasked to identify how a further £191k (20%) savings could be achieved to achieve a budget of £766k.
- 6.3.3. The policy principles and direction enable the Council clarify its expectations for youth work, whatever the size of the total budget.

7. Current Situation

- 7.1. The Herefordshire youth service directly provides five face to face service functions, and also has a central resource management and contracts function. The five delivery functions are:

7.2. Youth Involvement

- 7.2.1. This is delivered through initiatives such as the shadow board and youth council. The budget for this area of work is £110k. This function benefits young people by enabling them to become involved in affairs that affect them and offers a structure that can feed into HPS processes to ensure their voice and influence. The Herefordshire Member of the UK Youth Parliament is supported and enabled to take part in regional and national events and campaigns, guaranteeing Herefordshire representation.
- 7.2.2. In 2010/11 ninety one young people each year have benefited from taking part in democratic activities through this function. There is an increased focus on this area nationally in light of the 'big society' drive, increasing community engagement, youth involvement and volunteering.

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7.3. Student Information Services (SIS)

7.3.1. This is delivered at the college campus on Folly Lane and at Holme Lacy, this support and advice service benefits young people who attend the colleges. It has a zero budget as it is a traded service funded by the three colleges. It provides a student support service that signposts students with problems and issues to the right support services and advocates on behalf of the students with the college authorities. The provision is kept separate and outside of the colleges organisation to ensure independence and to strengthen the ability to advocate and challenge the authority. This service has been viewed positively in external inspections of the colleges and in 2010/11 two hundred and thirty young people sought help and advice from this function.

7.4. Outdoor Education

7.4.1. This is mainly delivered from the canoe centre at Castle Green and the sailing centre at Bodenheim. It also includes activities such as mountain biking, orienteering and team building exercises. This function also delivers the Evolve database/register for off-site activities provided by schools, advice to schools, head teachers and governors on the health and safety aspects of their off-site activities as well as organising and delivering training for Education Visit Coordinators – a statutory responsibility.

7.4.2. This team is the licence holder for the Duke of Edinburgh's Award on behalf of Herefordshire Public Services; the role includes the promotion of the Award and the provision of training and support for schools and other organisation wishing to operate the Award.

7.4.3. Traditionally these services have been provided free of charge but since April 2011 this function is developing a traded approach with many of the activities now being paid for by schools and other organisations. The benefit to young people is in the skills and accreditation that they can achieve through their engagement and also the development of 'soft skills' such as experiencing leadership, making decisions and gaining confidence from their experiences.

7.4.4. The budget for this area of work is £144k with income generation providing a further £24,000. In 2010/11, 1,211 young people (30.5% of the services total contacts) took part in these outdoor education activities, including 463 accessing it through their involvement in the Duke of Edinburgh's Award.

7.4.5. In 2010/11 4 colleges, 17 schools and 14 youth organisations took part in outdoor education sessions at Bodenham lake or the canoe centre at an average per person cost of £3.13p per hour.

7.5. Targeted Youth Support (TYS)

7.5.1. This approach has been developed to support vulnerable young people and those at risk, to address their additional needs as soon as possible and prevent problems from escalating by adopting an early intervention approach.

7.5.2. YYS does not have a separate budget in the current year, but is delivered through staff paid for within an overall budget covering YYS and positive activities. The total budget for these two areas is £529k.

7.5.3. This is a statutory responsibility and must be available to young people.

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Currently there are two approaches to TYS - the first is through a traded service with schools for work with identified groups at risk of school exclusion or not engaging in education for example. The second is through locality working and the multi agency groups, which identifies individuals and their families and uses targeted approaches to meet needs.

- 7.5.4. Increasingly young people with more severe needs are being offered support – including those known to social care who may be at risk of coming into care. The benefit to young people is in the individual support from relevant adult that they receive and the way in which this helps them address the issues with which they are having problems. (See **Appendix 6** for TYS Case Studies). This is a developing area of work and so the numbers (541 in 2010/11) are fairly low at present, but this work is branching out from the historic universal positive activities function. The current work to develop a formal specification will identify a specific budget for this function.

7.6. Positive Activities

- 7.6.1. Positive activities are primarily the recognisable arm of youth services – open access youth clubs and youth activities in the community. The overall cost of this function along with the Targeted Youth Support as noted above is £529k. The service uses community based buildings as youth centres in Ross-on-Wye, Leominster and Ledbury; school based buildings are used in Kington, and Bromyard. There are arrangements with 3rd sector partners in Hereford City and South Wye (Hinton) for HPS staff to deliver youth work in their premises. **Appendix 2** identifies the building assets currently utilised by the youth service. All youth service premises are subject to the Corporate Asset Review. Any future building arrangements need to fit within the parameters of this review and to fit in with Guiding Principle 10.
- 7.6.2. Having things to do and places to go with friends, where they can be concerned with the things that matter to them is the main benefit to young people from this function. **Appendix 3** lists the activities undertaken in each area along with the numbers attending and projected costs per hour.
- 7.6.3. From the community perspective it is important that young people are gainfully occupied and in the Place Surveys of 2003, 2006 and 2008 improving activities for teenagers was in the top five aspects that residents felt should be improved in Herefordshire.
- 7.6.4. Of the five delivery functions of the youth service this function reaches the largest number of young people. Over half of the total contacts with the youth service in 2010/11 were with youth centre activities involving 2,058 young people. This is the main route by which the universal role of youth work to help young people develop their social and personal skills is delivered.

7.7. Central Costs

- 7.7.1. This sixth function of the youth service is the central youth service infrastructure which includes the organisation and operation of the youth mobile and mini bus, external contracts with 3rd Sector partners and management staff and activities.
- 7.7.2. This support function has a budget of £173k and includes staffing for facilities management of youth centres, vehicle costs including Sweetmans Yard and

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office overheads including printing, stationary, and staff travel costs, plus contracts totalling £75k with HYCVS (45k), Young Farmers (10k), CLD youth counselling (20k).

8. Youth Service Performance

- 8.1. Until 2008, the National Youth Agency undertook a national audit of youth services in order to provide comparative data for quality assurance purposes. The 2007/08 financial year is the last year for which data was collected.
- 8.2. The 2007/08 NYA Audit report for Herefordshire is attached as **Appendix 4** to this report.
- 8.3. An analysis of the rankings for Herefordshire would show that performance is mainly in the 3rd quartile (compared to 118 other Local Authorities responding to the audit) with the exception of accredited outcomes where performance is in the top quartile.
- 8.4. The Local Authority expenditure on the youth service and the percentage of education expenditure on the youth service also fall into the 3rd quartile with funding from other sources (grants, project funding) being in the bottom quartile.
- 8.5. **Appendix 5** outlines key performance information. The key performance indicators for the youth service in the national audit were:
 - the number of contacts made as a percentage of the 13-19 population (target 25%);
 - the number of participants (those attending regularly) as a percentage of the 13-19 population (target 15%);
 - the number of recorded outcomes for those participants (target 60%); and
 - the number of accredited outcomes achieved by those participants (target 30%).
 - (See **Appendix 5** for definitions apply to these targets).
- 8.6. Although the audit ceased on 2008 these performance indicators have been monitored by the service up to 2010/11. **Appendix 5** illustrates the performance between March 2007 and March 2011.
- 8.7. Following the cessation of the NYA national audit there was a local decision to align the recorded outcomes data collection with the emerging targeted youth support initiative, hence the reduction in figures. Accredited outcomes have proven to be an expensive aspect of the performance table to manage, increased costs to enter young people for accreditation have not been matched with an increase in budget and so this area has also seen a decrease in performance.
- 8.8. The contact ratio of the youth service has met or exceeded its national target in 3 of the last five years with the participation figures meeting or exceeding the national target in each of the five years recorded.
- 8.9. The four performance measures were developed as proxy measures to indicate good youth work. If the number of young people participating or in contact with youth work is high then there is an expectation or belief that the numbers entering the youth justice system, or become pregnant teenagers or are known to misuse substances will be lower. There is also a correlation to the numbers participating in youth activities and the

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numbers receiving professional help and advice, health education and guidance through youth worker programmes, thereby contributing to the achievement of other targets in health and youth justice.

- 8.10. As part of the work of the education select committee in its review of youth services the National Council for Voluntary Youth Services has been asked by the Government to lead a coalition of youth sector partners ('Catalyst') in developing quality assurance standard for future youth work. These standards are expected to be published at the end of this year and will lead to new performance indicators that are intended to record the impact of the work undertaken rather than contact numbers, and removing the speculation about the links between participation in youth work and the 'good' that it does.

9. 3rd Sector Organisations

- 9.1. In addition to the youth work functions directly provided by HPS youth service there is a strong and valuable network of small, medium and large organisations that contribute of youth provision across the County and we are also aware that the full level of involvement has not been quantified.
- 9.2. The Herefordshire Council for Voluntary Youth Services (HCVYS) has a role in providing support and coordination for this network. The youth service has maintained a contract with HCVYS to contribute towards that support and development for voluntary community organisations, communities and individuals working with and for Herefordshire Young People.
- 9.3. HCVYS receives £45K per annum through the contract with HPS, which in part enabled an additional income to be gained of £136k for 2010/11, demonstrating the 'added value' aspects of commissioning with 3rd Sector partners.
- 9.4. The Voluntary Community Sector contributes to the provision of positive activities for young people such as through the Federation of Young Farmers Clubs. It also provides targeted youth support such as through Supported Housing for Young Peoples Project. It develops the Youth Volunteering scheme, articulates the voice of Young people through the Youth Action team or the health consultative body, Link. The work of the sector with young people is delivered by a variety of national (e.g. Shelter, Guiding), County Wide (e.g. Young Carers, Herefordshire Expeditionary Group) and local organisations (e.g. Close House Youth Projects, Orleton Youth Club) These organisations deliver opportunities and support through a variety of open, universal and targeted provision.
- 9.5. The variety and complexity of providers requires coordination and HCVYS provides a level of coordination through this contract. Through a range of networking structures HYCVS works to reduce, wherever possible, gaps in youth work
- 9.6. The HCVYS contract with Children's Services is based on six key objectives:
- To increase the infrastructure support to the voluntary community sector to develop its engagement in youth work activities and provision
 - To develop the youth involvement and engagement agendas
 - To identify gaps in provision and priorities for development and work towards meeting them
 - To ensure youth workers are informed of and can access training and professional development
 - To support organisations to achieve recognised quality standards

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- To support the strategic development and engagement of the youth services sector.

9.7. In addition to the HCVYS contract, contracts have been awarded to Young Farmers (10k) and CLD Youth Counseling (20K) to provide direct services to young people.

10. 3rd Sector Capacity to Respond to Commissioning

10.1. As part of this review, there has been further analysis of the capacity of the 3rd Sector to take increased responsibility for the delivery of youth provision in line with guiding principles 2 and 5 This further analysis of the capacity to respond leads to several conclusions.

10.2. Across Herefordshire there are large number of small organisations and several larger organisations with national links. The majority of these organisation will need support if they are to be able to play a full part in commissioning arrangements – many do not have the capacity to spend time developing tenders and bids and nor do they have the experience and expertise in this vital area. A recent

10.3. (Aug 2011) youth work commissioning exercise illustrated this issue with smaller organisations submitting less successful bids that larger organisations. If these groups are to be involved in providing under the new arrangements then market development needs to be included in any future development along with a strong link to current 3rd Sector developments such as the emerging 3rd Sector support organisation.

10.4. There are a number of National organisations that may be interested in providing positive activities for young people as well as possibilities to be explored with other Local Authorities or sub regional groups. In discussions with local groups there is a view that involving organisations from outside of Herefordshire would not ultimately improve Herefordshire's ability to respond to local need. The interest of national groups would be linked to the size of the contract on offer and further work needs to be completed on the financial element of the project before this interest can be gauged.

10.5. It may be in the interest of all concerned if an incremental approach could be taken that increases the level of engagement over a number of years whilst concurrently supporting development programmes with the sector to grow the capacity to respond.

11. Options for the future

11.1. The youth review considered all of the aspects of youth provision described above – youth involvement, student information services, targeted youth support, positive activities and outdoor education. In considering options for the future, it is recommended that three of the face to face functions of the youth service are 'out of scope' for the options appraisal which members are being asked to consider. This recommendation is being made due either to the fact that the service element has already been reviewed and changes made (Youth Involvement), or that they are delivered at no cost to HPS (Student Information Services), or that there is a need for a separate review underway which is much wider than the consideration of youth services alone (Targeted Youth Support). The report does recommend that members agree with the approach that Youth Involvement work continues to receive funding at the current level, and that a significant proportion of the current youth budget is allocated to Targeted Youth Support. Until further work on the targeted Youth support service specification been completed then attempting to find new ways to deliver this is not advised. A more detailed breakdown and rationale is below.

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11.2. Youth Involvement:

- 11.2.1. This is an important function which is gaining increased prominence nationally through the 'big society' and localism initiatives. Participation services have already been reviewed resulting in the first phase in an amalgamation of the youth involvement team and safeguarding participation and the Support To Enjoy Participation & Succeed (STEPS) team into one responsive unit.
- 11.2.2. This will incorporate the legislative duties associated with Looked After Children and care leavers with the voice and youth involvement approaches of the youth service into one Participation Team. The Participation review has already made a significant reduction in the overall funding structure for 2010/11 through the reduction of one full time middle management post (£41k) The budget for the youth service element moving into the participation team is £110k. It is not proposed to reduce this in 2012/13.

11.3. Student Information Service:

- 11.3.1. As a fully traded function with a good reputation and delivered at no cost to the authority there is no practical reason to change things. Current developments in the youth involvement review suggest that this service would be well placed and complementary to the proposed Participation Team. This approach is intended to provide greater support for looked after children and care leavers both in the context of Centre 18 and in encouraging them to access the Colleges on Folly Lane to extend their participation in education or training in accordance with the Raising of Participation Age legislation. Therefore this function has been considered out of scope due to the fact that it is a well regarded traded service which requires no budget to continue.

11.4. Targeted Youth Support:

- 11.4.1. This service is delivered to the most vulnerable young people in the county, and delivered together with Connexions Advisors and education welfare officers in the locality teams. This service identifies and supports young people who are in difficulty through a range of issues including not being in education, employment or training (often called NEETs), pregnant or at risk of getting pregnant, using drugs or alcohol, involved in crime, not attending school, and more recently homeless young people and those who may be at risk of coming into care. **Appendix 6** provides some case study information about the interventions offered through targeted youth support.
- 11.4.2. The area of targeted youth support (TYS) is set to develop over the next year in the light of the Government decision to cease the Connexions service and allocate the duty to provide careers guidance to schools. In 2012/13 HPS will not be required to provide a Connexions Information, Advice and Guidance service. However, Local Authorities will be held to account on their duty to keep track of young people's participation and to make available services to encourage, enable or assist young people to participate in education or training. The Local Authority also has the duty to ensure the Raising of Participation Age is achieved in Herefordshire in line with national timescales.
- 11.4.3. The budget allocation for YYS may increase or decrease according to other priorities. It is suggested that amount remains available for YYS. It is recommended that a sum of about £400k is made available for this vital area.

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The new TYS approach will involve staff in casework with individual young people and their families (see Youth Review **Appendix 6** for case study examples) Currently there are approximately 500 young people who have been assessed as having additional support needs and we have approximately 330 young people Not in Education Employment or Training (NEET). This would suggest that a casework approach will need an appropriate number of workers to engage with up to 500 individual cases, hence the £400k sum. The service will address the barriers to full participation in employment, education or training that some young people experience (teenage pregnancy, substance misuse, anti-social behaviour for example) thereby increasing the positive outcomes for each individual and decreasing expenditure on the negative aspects. Research undertaken by the Audit Commission shows that early prevention through low-cost interventions can bring large savings. £4,000 of short-term support to a teenage mother can be repaid twenty times over through net lifetime tax contributions. The same successful intervention can reduce public service costs by nearly £200,000 over a lifetime. (Source: Against the Odds; Audit Commission 2010)

11.4.4. The development of this function will need a change in the current approach. A specification for the service is due to be drawn up though People's Services Commissioning over the next few months. Elements of targeted youth support could be provided in house but there are 3rd Sector providers that will be best placed to respond to elements of the specification when completed.

11.4.5. Once the specification is developed there will need to be a consideration of which organisation is best suited to provide which aspects of the specification, in accordance with Guiding Principle 5. Therefore this function has been considered out of scope until the completion of the TYS specification exercise.

12. Services in Scope

12.1. In scope for further action through this review are **Positive Activities** and **Outdoor Education**. **Appendix 7** contains an option analysis for these two functions and recommendations made for each function. The following paragraphs give an executive overview of the recommendations.

12.2. Positive Activities

12.2.1. Positive Activities consists primarily of the youth services that are 'seen' and more commonly associated with youth work – youth clubs, youth workers in communities and open access facilities. The overall budget for this aspect is £529k but as said previously, this includes the current arrangements for TYS. There are youth centres in Ross and Ledbury, in other areas youth facilities are incorporated into school sites, multi agency offices or 3rd Sector buildings. In the medium term delivery from Ross or Ledbury Youth Centres may change or cease depending on options taken in the Corporate Asset Plan. In this case it may be that arrangements to provide services from schools, leisure centres or other facilities would need to be negotiated. It is important to note that one of the major changes in the way that HPS youth funding is spent in the future would not be through the direct provision of community youth clubs or the staff to operate them, instead it would be through a community engagement and facilitation route. The report recommends that positive activities continue to be funded to the level of about 200k.

12.2.2. This would mean that rather than employing youth staff to run youth clubs and

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activities, a level of funding would be made available to invest in community engagement, and workers would work in localities establishing what is needed. This community facilitation route as it will provide the opportunities for new and innovative solutions to be developed through local action. The involvement workers can work to garner support to run youth activities but will also have the ability to fund some activities to augment local provision.

- 12.2.3. The remainder would be allocated on a sliding scale to localities using a resource allocation tool, which was developed in Children's Services as locality services were being developed and ensures a fair and transparent decision making process for how much each area receives. Further work on the weightings would be undertaken to ensure that there was agreement on the equity of the process.
- 12.2.4. Responsibility for the delivery of this could sit with the new cultural trust arrangements, or with parish Councils, or with the third sector for example. Members are being asked to agree that this is the overall approach to be taken, with further work needed on the how.
- 12.2.5. Using the community facilitation approach will mean that greater control is given to communities along with transparency in the funding process. There is an opportunity for local communities to ensure that their young people are involved in the processes that identify and fund their positive activities. We would hope that localities would learn from the excellent approach adopted through the Youth Opportunity Fund and ensure that their young people had a degree of control over how the resource allocated to their locality was spent and the opportunity to add to the fund from local sources.

12.3. Outdoor Education

- 12.3.1. The Outdoor Education (OE) Adviser and Duke of Edinburgh (DoE) Award functions need to continue in the future. The OE Adviser role fulfils a statutory health and safety function for educational visits and the DoE officer holds the licence to operate the Award on behalf of the County and is an essential role within the scheme. Current costs for these two sub functions are £59k. Further consideration will be given to the most appropriate management arrangement. These roles can be held in house or could be part of a commissioned service from a 3rd Sector provider or through the arrangements for cultural services.
- 12.3.2. The sailing centre and canoe centre may be considered 'jewels in the crown' but there is a recognition that the provision cannot continue to operate in the current way given the cost and the reality that these are not essential services.
- 12.3.3. In the past year the team have increased their income generation activities and are expected to exceed this year's target of £24,000.
- 12.3.4. Further work and marketing testing is required to see how far this income generation target can be increased and whether or not the provision can become commercially viable. The route to commercial viability could be through a tapered funding model that saw the HPS contribution reducing each year. The current cost of this aspect of outdoor education is £85k and it is this element that could potentially be tapered over perhaps 3 years. The decision to be reached is about the affordability of the function and whether or not members will wish to continue to invest whilst commercial viability is tested.

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12.3.5. Alternatively members could consider an approach that involves handing over the facilities to another organisation (possibly through the arrangements for cultural services) to operate with nil funding. In light of the financial context, the none essential nature of these services and the availability of provision elsewhere which is already used by young people in Herefordshire, it is recommended that market testing be conducted to establish whether the centres are commercially viable with no public subsidy. The recommendation to members will be that further work should be done to evaluate if the Outdoor Education services can be commercially viable, but as a minimum investment in this area continues to support the Duke of Edinburgh Scheme and the statutory function of Outdoor Advisor at a level of 59k.

13. Options for delivery

13.1. Considerable work has been undertaken to reach the current position and the recommendations being made. In essence, the alternatives to the proposals being made are that we carry on as we are but with reduced budgets, that we cease elements of activity altogether to ensure we reach the savings target and maintain other elements of service as they are now, or we pursue the recommended routes. Each of these options have been carefully considered. The options are:

13.2. **'Status Quo'**: This is a continuation of 'what is' and would involve maintaining the current structures and arrangements with partners but possibly with a change in approach for the type of service delivered in order to accommodate any reduction in funding

13.3. **Cease activity**: Ceasing an activity remains an option for those activities that have no statutory basis, are less productive in terms of desired outcomes than other activities or are disproportionately expensive to operate.

13.4. **Developing a new approach**: The new approaches described fit best with the principles which have guided this review, and offer the best option for the future of youth service delivery.

14. Summary

14.1. Clearly there is detailed work to do. This report has provided information on the current stage of the review and to seek agreement on preferred models for the future delivery of youth service functions in Herefordshire. The recommended ways forward meet the guiding principles of this review, and it is hoped members will be in agreement to set the direction for the way forward by supporting those recommendations.

T. J. Fewell
Head of 11-19 Integrated Services
November 2011

Appendices:

Appendix 1	–	Budget Summary
Appendix 2	–	Asset Summary
Appendix 3	–	Positive Activities by Area
Appendix 4	–	National Youth Agency Audit Report 2007/08 for Herefordshire
Appendix 5	–	Performance Data
Appendix 6	-	Targeted Youth Support
Appendix 7	–	Options Appraisal

Herefordshire Youth Work Review

Background Papers

A Narrative for Youth Work Today - Tim Loughton MP has commissioned a number of leaders in the youth sector to write a discussion paper on the role of youth work.;

<http://media.education.gov.uk/assets/files/pdf/a/an%20education%20for%20the%2021st%20century.pdf>

Positive for Youth - The Government is developing a new cross-Government policy statement on services for young people, to be published in the autumn. This paper provides an overview of current research and analysis that underpins DfE policy development for young people and out-of-school services.

<http://media.education.gov.uk/assets/files/doc/p/services%20for%20young%20people%20-%20the%20evidence.doc>

Young People Today: – provides an overview of statistics concerning young people’s lives. This paper reviews the numbers and types of young people who might need support, the reasons for investing during the teenage years and the costs of not doing so. It also looks at the skills and experiences young people need to progress to adulthood and the role services, and the youth sector workforce, can play in developing these.

<http://media.education.gov.uk/assets/files/doc/y/young%20people%20today%20statistics%20on%20young%20peoples%20lives.doc>

Services for young people - On 23 June 2011 the House of Commons Education Committee published their Third Report of this Session, “Services for young people”. The Government sent a response on 12 September.

The Committee welcomed the Government’s response to the Report; however, they have further issues to raise with government and they are contained in the attached report

<http://www.publications.parliament.uk/pa/cm201012/cmselect/cmeduc/1501/1501.pdf>