Report to the Cabinet

Meeting Date:	13 March 2018
Cabinet Member:	Councillor Craig ab Iago
Contact Officer:	Catrin Thomas
Contact Number:	01286 679 913
Item Title:	Re-Modelling the Youth Service

1. DECISION SOUGHT.

- 1.1 That Cabinet approves moving to a County Youth Club model, as in Option 3, with the amendments outlined in paragraph 10.1 as the way forward for the remodelling of the Youth Service.
- 1.2 The Cabinet approves the re-profiling of £24,800 of the savings from 2018/19 to 2019/20 to allow some funding for the voluntary organisations in 2018-19 as set out in part 10.4.3 of this report.

2. REASON WHY DECISION IS NEEDED.

2.1 The purpose of the report is to present the reasons for the Re-modelling recommendation, to respond to the Cabinet's 'Gwynedd Challenge' decision.

3. INTRODUCTION.

3.1 The provision of Youth Support Services is a statutory requirement under the Learning and Skills Act 2000. Welsh Government directs local authorities to provide, ensure provision or contribute to the provision of Youth Support Services. Welsh Government provides direction for Youth Work and Local Authority's Youth Services via the "Extending Entitlement Guidance (2002)", Wales Youth Work Strategy 2014-2018, The Youth Engagement and Framework 2015-2018, and the Youth Charter 2016.

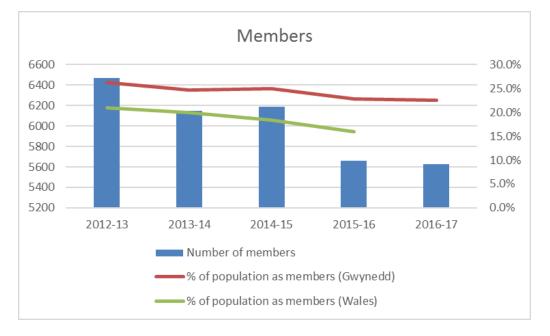
3.2 Youth Support Services contribute towards supporting and sustaining young people through their adolescent years to adulthood (11-25 years old). Young People receive Youth Support Services in Gwynedd from a variety of organisations which includes the Information Service (Gwynedd-Ni), health services, youth service, education, training and careers services, housing services, and access to travel and transport services. In addition, for those young people who require a little more help there are specialist support services available which include children's social services, youth justice and police service, benefits services and advice services such as Barnados, Childline, NSPCC, and others.

3.3 In addition to the Youth Support Services there are a number of activities, clubs, and societies for young people throughout the county that brings young people together based on their interests, and to socialise with their peers independently from their parents / guardians and their families. These include opportunities such as sports clubs, choirs, arts groups, Urdd, Chapel and Church Youth Groups, cadets, Young Farmers Clubs.

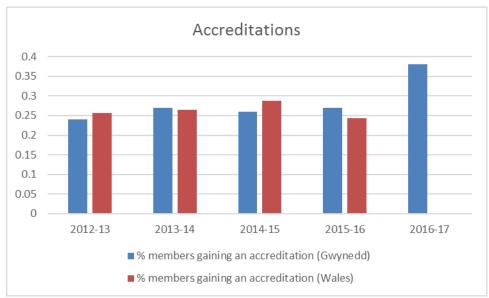
4. The Current Situation

4.1 Gwynedd Council's Youth Service currently (2016-17) provide:

- 39 school term youth clubs for 11-25 year olds,
- has 5625 members (via its own youth clubs and those ran by voluntary organisations through a grant)



• the youth clubs run informal learning projects and activities, with 1307 young people awarded a national accreditation, and 2740 awarded a local qualification



- a management team of 4 full time posts, administer and manage up to 100 youth club workers who work 3-11 hours per week,
- 5 full time youth workers (funded by grants) provide support to small groups of young people within 9 secondary school,
- Gives a grant to the Urdd (£35,960), Eryri and Meirionnydd Young Farmers (£37,880), Guides (£750) and Scouts (£750) towards their running costs.
- 4.2 The Youth Service has a (controlled) budget of £995,300.
- 4.3 In March 2016 the Council decided through 'Challenge Gwynedd' to cut £200,000 from the Youth Service budget in 2017-18, together with achieving an efficiency target of £70,000 by the end of March 2019.
- 4.4 The Youth Service, due to the financial pressures on the Council, has been operating efficiency savings / cuts equivalent to £476,545 between 2010/11 and 2017/18. The service has responded by trying to ensure as little impact as possible on Gwynedd's young people by introducing new efficiency measures to reduce costs. Finding efficiencies within the timetable and the current delivery model is proving difficult. If the proposed plan to re-model the Youth Service is approved, the service can achieve the efficiency savings and budget cuts.
- 4.5 A £270,000 reduction brings the Youth Service (controlled) budget to £725,300 from 2017-18 onwards.

5 Why Change?

- 5.1 A review of the Youth Service was completed during 2015-2017.
- 5.2 The review analysed and evaluated the current Youth Service Provision.
- 5.3 The review also included an engagement process to allow discussions with current service users, young people that do not use the service, internal and external partners,

schools, and those voluntary organisations that currently receive a grant, to gather their input to the review and to identify options for the future.

5.4 The review demonstrated the need to change because it identified that the Youth Service faces the following challenges:

Ability to respond	During the engagement process with young people (via Youth
to what is	Club Evaluations, focus groups, questionnaires etc.) they
important to young	reported that the following matters were important to them –
people.	safety, self-image, sexuality and healthy relationships, health
	and emotional well-being, developing skills not gained at
	school or at home, developing communication skills and work
	readiness skills. Young people also reported than socialising
	and having fun with friends were important to them.
	Engagement with partners and other services that support young
	people have stated that the Youth Service has a role and a
	contribution towards the preventative agenda, because Youth
	Workers could be in a position to engage, support and work
	with young people in informal settings to tackle issues.
The need to	There is no change to the statutory requirement as outlined
respond to changes	under the Learning and Skills Act 2000, however, Welsh
in the strategic /	Government direction and guidance has seen a change of
policy context for	emphasis for local authority youth services to support young
Youth Work.	people with learning and education. There has also been an
routh work.	increase on the emphasis on supporting young people, 16 years
	and over, who are not in education, training or work.
Meeting the	Data shows trends and behavioural patterns among the 11-25
changes in	year old group. The trends highlight young people's needs and
8	
population trends.	behaviours in areas such as health, pregnancy, substance
	misuse, mental well-being. Young people who participated in
	the engagement process confirmed the trends identified by the
	data.
Capacity to recruit	Engaging with staff, assessing business plans and risk registers
and develop the	has identified that recruiting, developing, training and
workforce	administrating a large sessional workforce is challenging.
	Currently the Service employs 100 youth workers who work
	between 3.7, 7.4 or 11.1 hours per week, in youth clubs and it is
	increasingly difficult to recruit new people to these types of
	role. This sessional staffing structure means there is little
	flexibility for the youth workers to respond to the needs of
	young people outside of the hours / nights contracted to run a
	youth club. Young people's feedback stated that they wish to
	gain access to youth workers at school, in their community and
	at times convenient to them such as weekends, school holidays,
	after school and evenings.

Deliver within	This review, and in particular the engagement with our		
Budget.	stakeholders on how to respond to the above challenges, has		
	been conducted within a challenging financial context. The		
	Council's 'Her Gwynedd' decision in March 2016 was to cut the		
	Youth Service budget by £200,000, in addition to the efficiency		
	savings target of £70,000. This decision means that the Service		
	in its present form cannot be an option for the future.		

5.5 Therefore, the review and the feedback from the engagement process suggests that the Youth Service for the future should concentrate on helping young people

- to learn and develop their skills
- with their personal development
- to support their health and wellbeing.

This help should ensure that young people can fully engage with their education or training, they are prepared for the world of work, and they can contribute fully to their communities.

6. Identifying and Evaluating the Options

6.1 A long list of options was identified. Some of these have been disregarded because on their own they would not meet the reduction in the budget, for example:

- Reduce or Stop Grant funding to the third sector
- Cut the Youth Bus
- Stop the Duke of Edinburgh Award
- Change caretaking and property management
- Reduce or remove mini bus fleet.

Other options have been disregarded because of the risks, and due to the findings of national studies into alternative youth models.

	What is it?	How would it look?	
Option 1	Continue to provide school	Continue to run 10 Youth Clubs in	
	term youth clubs for 11-25	1. Maesgeirchen	
	year olds, and give less	2. Caernarfon	
	grant to the same voluntary	3. Bethesda	
	organisations as present.	4. Dyffryn Nantlle	
		5. Pwllheli	
	(close rural youth clubs and	6. Porthmadog	
	reduce the grant given to the	7. Blaenau Ffestiniog	
	Urdd, Young Farmers,	8. Dolgellau	
	Guides and Scouts)	9. Tywyn	
		10. Bala	
		Youth Club provision will be available	
		School Term only.	

		The same will be offered to all 11-25 year olds. A reduction of 50% grant to the third sector.	
Option 2	Continue to provide school term youth clubs for 11-25 year olds and no grant to voluntary organisations (close rural youth clubs and cut the grant to the Urdd, Young Farmers, Guides and Scouts)	Run 14 Youth Clubs in1.Maesgeirchen2.Bangor3.Caernarfon4.Bethesda5.Llanrug6.Dyffryn Nantlle7.Botwnnog8.Pwllheli9.Porthmadog10.Blaenau Ffestiniog11.Harlech12.Tywyn13.Dolgellau14.BalaYouth Club provision will be availableSchool Term only.The same will be offered to all 11-25 yearNo grant to third sector.	
Option 3	Provide in a different way, by a Programme of Activities and Projects that goes from location to location throughout the county. Commission additional activities from external partners.	 A County Wide Club, which delivers a programme of activities and projects in school and in the community for 11-19 year olds throughout the year. Youth Worker attached to every high school. Personal Support provided to 16-25 year olds who are facing barriers to education, training or work. Commission the third sector to deliver activities and projects on behalf of the Youth Service to meet specific needs. 	
Option 4	Provide in a different way, by a Programme of	A County Wide Club, which delivers a programme of activities and projects in	

Activities and Projects that	school and in the community for 11-19 year
goes from location to	olds throughout the year.
location throughout the	
county. Establish a	Youth Worker attached to every high
community grant for third	school, but contact would be less than
sector organisations to	option 3.
provide opportunities for	-
young people.	Personal Support provided to 16-25 year
	olds who are facing barriers to education,
	training or work.
	A Community grant of (£40k) through Cist
	Gwynedd open to third sector organisations
	to fund activities for young people.

6.3 The Cabinet assessed the 4 Options against the following criteria:

- Ability to meet the need of young people, and the changes affecting this age group / demography.
- Ability to deliver the local direction required of the service to the future, including meeting the statutory requirement, and changes to policy and strategic direction.
- Meets current budget and best placed for future financial context.
- Can respond to the challenges of recruiting and developing a safe workforce.
- Has the least negative impacts and has some positive impacts (identified by the Equalities Impact Assessment)

6.4 The table below summarises the evaluation of the options:

	Option 1	Option 2	Option 3	Option 4
Meets young people's needs				
(young peoples' opinions, trends)				
Responds to the context				
(policy, strategic and statutory)				
Meets the budget				
(affordability and sustainability)				
Recruit Safe Workforce				
(recruit, training and staffing)				
Impact Assessment				
(equalities, social, third sector)				

6.5 Based on the assessment, the Cabinet concluded that Option 3 was the preferred option at this point.

6.6 The Cabinet decided to conduct a consultation on the preferred option.

6.7 The Cabinet Report, 24 October 2017, which includes the Youth Service Review Report, Options Appraisal, and the Initial Equalities Impact Assessment can ben see here

https://democracy.cyngor.gwynedd.gov.uk/ielistdocuments.aspx?cid=133&mid=2228&v er=4

7. Public Consultation on the Preferred Option.

7.1 A public consultation on the preferred option was held 10 November - 22 December 2017. See the analysis of the responses in appendix 1.

7.2 There were 3,391 responses (online / paper) with the majority having being received by individuals (3.349) rather than organisations, and a high percentage of those were from 11-15 year old age group (69.4%).

7.3 There is generally support for the themes that the Youth Service should focus on in the future namely developing skills, personal development and health and wellbeing; with 63.3% of respondents identifying a score of 1 or 2 (great) and 10.7% scoring a score of 4 or 5 (poor).

7.4 Similarly there is general support that young people need different things as they grow up, and therefore supports the Service to provide an activity programme for 11-19 year olds and one to one support for 16- 25 years old; with 62.4% identifying a score of 1 or 2 (great) and 5.9% scoring a score of 4 or 5 (poor).

7.5 People were asked to comment on the preferred option and the Research Unit analysed those comments and grouped and quantified them into themes.

7.6 A number of themes have identified that highlight different strengths and opportunities that the option can offer to young people. The comments across a number of themes express support for the option because it offers good opportunities for young people, more activities, opportunity to socialise, get advice and support, an opportunity to learn skills, keep healthy, and raise confidence. However, 21% of the respondents commented that there is nothing good about this option.

7.7 The main concern that emerged is that 14% of respondents are worried that their youth club would close / they will have nowhere to go, and this is most prominent from Y Moelwyn, Syr Hugh Owen and Tywyn School areas, which coincides with some of the most popular clubs in the current Youth Service. Travelling and how they would be accessing the Youth Service activities and projects in the future worried 7.9% of respondents. Having said that it should be noted that 38% of respondents have indicated that nothing worried them about what is being proposed.

7.8 36.8% of respondents indicated that they would not face any barriers if the Youth Service moved to a Programme of Activities and Projects, and to One-to-One Support. The main barrier (16.7%) is travelling and access to the Service.

8 Scrutiny and the Re-modelling.

8.1 A Group of four members of the Education and Economy Scrutiny Committee has met with the Youth Service to discuss the re-modelling of the service.

8.2 A Report was presented to the Education and Economy Scrutiny Committee on 23rd January 2018 to gather the committee's input to the Youth Service re-modelling. The report and background documents presented to the Scrutiny Committee can be found at <u>https://democracy.cyngor.gwynedd.gov.uk/ielistdocuments.aspx?cid=392&mid=2105&v</u> <u>er=4</u>

8.3 The Scrutiny Committee's views are noted in appendix 2, or by following the link below:

https://democracy.cyngor.gwynedd.gov.uk/documents/g2103/Printed%20minutes%2023r d-Jan-

 $\frac{2018\%2010.00\%20Education\%20and\%20Economy\%20Scrutiny\%20Committee.pdf?T=1}{1}$

9. Reviewing the Preferred Option.

9.1 Based on the feedback and responses from the public consultation and the scrutiny process, the following issues need to be given specific consideration:

Matter	Response / Amendment			
Travel / Distance /	Ensure that the Programme of Activities and Projects			
Access to activities and	moves regularly enough; go to community venues in			
projects	villages and towns throughout the county; and continue			
1 5	to offer transport for some projects / activities.			
	There will be a need to ensure the frequency of activities			
	1			
	and projects in some communities - as identified in the			
	Equality Impact Assessment, due to deprivation levels			
	and population density of this age group.			
Clubs Closing	The Preferred Option has identified a staff resource to			
	support voluntary effort to establish local voluntary			
	youth clubs. This would need to be promoted.			
	Establish arrangements for existing Youth Club			
	equipment and accounts and transfer them to a Voluntary			
	Club if it is established, or to a local organisation / group			
	with similar values.			
	Open a dialogue with Community Councils to identify			
	Open a dialogue with Community Councils to identify			
	any interest in contributing to the hosting of local Youth			
	Clubs, and / or supporting voluntary arrangements to			
	host Youth Clubs.			

	Local Youth Club arrangements through community councils and / or through a voluntary group would add to the Council's Youth Service, but the Council's ability to deliver its youth service would not be dependent on them.
Grants to the Urdd and Young Farmers	Cabinet noted that the preferred Option had specific implications for those organisations currently receiving a grant from the Youth Service, i.e. the Urdd, the Eryri Young Farmers Organisation, the Meirionnydd Young Farmers' Organisation.
	The Cabinet recognises the contribution that the Urdd and Young Farmers make to culture and the Welsh language in Gwynedd, to communities, and to the lives of those young people who are members. There have been constructive discussions between Cabinet members with the organisations.
	Continue to move away from giving grants to the organisations to a commissioning process. The first year should be used to identify commissioning needs, and establish the process in conjunction with potential providers. The commissioning will be based on a budget for activities and accreditations. The budget is generally smaller, and therefore commissioning expenditure will also be significantly lower than the current level of grants. The Youth Service will invite partners to provide on its behalf when it does not have the expertise, skills, or its links to young people to be able to provide it itself. The commissioned activities are yet to be confirmed but the engagement process and consultation has already identified some priorities.
	There will be an opportunity for the Urdd, Young Farmers and others to be part of this commissioning process.
	Due to the scale of change to the Young Farmers' and the Urdd, a grant of equivalent to 9 months funding should be given for 2018-19. A formal notice should be issued that the Youth Service grant will not continue thereafter.

10.1 Based on identifying and scrutinising options, consulting and gathering opinions, carrying out an impact assessment, it is recommended that the best model for the Youth Service in the future is to move to Option 3 with the changes set out in 9 above.

10.2 The proposed Model will provide a Programme of Activities and Projects for 11-19 year olds and one-to-one Support Programme for 16-25 year olds who are not in education, training or work.

10.3 Future Generations Act.

10.3.1 The Act places a duty on public bodies in Wales to improve economic, social, environmental and cultural well-being. As part of the duty, the Council has published its well-being objectives in "Gwynedd Plan 2018-2023" which outlines how it will improve well-being.

10.3.2 Section 5.5 above sets out the direction recommended for the re-modelling of the Youth Service. This direction contributes and meets the 7 aims of the Act, and the Council's well-being objectives. This direction will allow us to respond to and meet the needs of young people today, without undermining the well-being of the young people of the future. The proposed model will allow the Youth Service to undertake a preventative role of supporting young people to stop problems arising in the future.

10.3.3 We have included the input of a number of our partners in developing the direction and proposal for the re-modelling of the Youth Service. The proposed model will allow us to build on this work by looking at new ways of working with our partners. It can allow the Youth Service to jointly plan, co-provide and integrate interventions with other organisations for the benefit of young people.

10.3.4 The Youth Service in the future will have a role to promote the well-being aims of the Act among young people in Gwynedd, through its activities and projects. It can also support young people to identify solutions and projects to respond to the issues that affect them and their communities, and their future.

10.4 Equalities Impact.

10.4.1 In accordance with the Equality Act 2010, we are required to carry out an equality impact assessment on what is being recommended. An Equality Impact Assessment has been completed for all the options, and then it was updated following the feedback from the public consultation.

10.4.2 The Equality Impact Assessment has identified the following impacts

- An overall negative impact on the age group (11-25 years) because the Youth Service in general will provide less due to its resources. However, there is a positive impact on the 16-25 year old group because there will be a specific provision established for them.

- Potential negative impact on young people in deprived areas.

- Potential negative impact on some Welsh speakers because there will be have fewer clubs for them to socialise through the medium of Welsh.

- Negative impact on the female workforce as the current Youth Service employs more women than men.

- The impact assessment has not identified any impacts on the other equality groups as a consequence to the re-modelling of the Service.

10.4.3 Section 9 above highlights the steps that could be taken to mitigate these impacts. Having taken into account all relevant factors, we conclude that what is being propose by the re-modelling positively promotes equal opportunities and that measures are in place to ensure that there is no unlawful discrimination or harassment. We do not believe that the equality impact assessment has identified any matter that would suggest not moving forwards with the recommendation.

10.4.4 A copy of the Equality Impact Assessment is in Appendix 3.

10.5 Workforce Implications

10.5.1 The Youth Service workforce have been included in the process of identifying the ideas from the outset. While Reviewing the Service, 2 Workshops for Part Time Workers (84 of 100 attended) and 2 workshops for Full-time Workers and Support Workers (11 of 12 attended) were held in October 2016. The staff have also been involved in shaping the ideas by participating in the survey (January-March 2017). Since then there have been presentations and discussions with the whole workforce in February 2017 and in October 2017, to update and to gather opinions.

10.5.2 The Youth Service has met with representatives from the relevant Unions.

10.5.3 The Cabinet's decision to re-model the Youth Service could impact on up to 100 part-time staff and 12 full-time staff. The re-modelling would lead to a service of 21 part-time and 19 full-time posts.

10.5.4 Redundancy costs due to the re-modelling could be up to $\pm 138,000$. In line with human resource procedures, many of the current workforce will be expected to transfer to the new structure but the real redundancy cost cannot be calculated until individuals have been appointed.

10.6 Financial Implications

10.6.1 The Council has decided to cut $\pounds 200,000$ together with a target of $\pounds 70,000$ of savings on the Youth Service budget.

10.6.2 If the Cabinet was unable to make a decision on the direction for the re-modelling this will affect the timetable to deliver, and the service would overspend in 2018.19.

10.6.3 The following profile to meet the reduced budget has been approved by the Cabinet:

2017.18	2018.19	2019.20	Total
116,000	89,000	65,000	270,000

The Cabinet is asked to approve the re-profiling of $\pounds 24,800$ of the savings from 2018/19 to 2019/20 to allow some funding for the voluntary organisations in 2018-19 as set out in part 10.4.3 of this report. The amended profile would be as follows:

2017.18	2018.19	2019.20	Total
116,000	64,200	89,800	270,000

10.7 Property Implications

10.7.1 The Council has 5 youth / community centres managed by the Youth Service These buildings are currently used by several council services. The Council is currently marketing Harlech Youth Centre for disposal. The Youth Service is in discussions with other internal departments about Penygroes, Maesgeirchen and Caernarfon Youth Centres. The Service is in discussion with the community regarding the Cefnfaes building in Bethesda, where the community has presented an Expression of Interest for transferring the building into local control.

10.7.2 The Youth Service has a number of other community buildings that have been leased to local Committees. The decision on the future direction of the Service will not impact those leases.

10.7.3 The Youth Service currently hires 36 Village Halls and 3 school halls for hosting a youth club. The Youth Service pays £25 per night for the hiring. Some clubs are held more than one night a week. Around £34,000 of the Youth Service budget is currently going to hire halls. The Preferred Option suggests moving away from running youth clubs to providing a program of activities and projects. The Youth Service would still need to hire space in village halls to provide a program of activities and projects. The hire would be for a lesser period, and it can be within the halls that we currently use, and in halls that we are not currently using. Hiring places to meet would depend on the activity / project, and the availability of a meeting place locally. A budget of around £40k per annum would be earmarked for the hiring of meeting places under the preferred option. The Cabinet's decision to re-model the Youth Service could have an impact on the sustainability of some Village Halls.

10.7.4 The Youth Service is a tenant in 4 buildings for the sole use of the youth service. 3 of these buildings are council owned and therefore the income implications for other services are being discussed with them. The other building is community owned and the Community Regeneration Service has been offering support to the local Committee on ways to respond to the potential loss of income from the Youth Service's rent.

11. Conclusions and Recommendations.

11.1 One of the main conclusions of this work is that the service cannot continue as it is in the face of the challenges ahead.

11.2 There is a general objection to any change to the Youth Service, especially by the current users of some Youth Clubs and from those who benefit from the grant that goes to the Urdd and Young Farmers.

11.3 Every option presented and discussed by the Cabinet has its own challenges and opportunities. From the options available, the option that is now recommended offers the best way forward for Gwynedd Council in responding to the challenges of the Youth Service and young people of Gwynedd, the findings of the Equality Impact Assessment, and the requirements of the Future Generations Act.

11.4 It is recommended that the Cabinet approves the adoption of the proposed model, as set out in section 10 above, as the direction for the Youth Service.

11.5 The Cabinet is requested to approve the re-profiling of the efficiency savings for the "Youth Service Re-modelling" as set out in part 10.4.3 of this report.

12. Appendices:

Appendix 1 – Public Consultation Report Appendix 2 – Education and Economy Scrutiny Committee's comments (drafft minutes) Appendix 3 – Equality Impact Assessment

VIEWS OF THE STATUTORY OFFICERS.

Head of Finance:

"The Cabinet agreed on 27 October 2017 to authorise a consultation on the future model for the Youth Service, identifying Option 3 as the preferred option. At that meeting, I confirmed that Option 3 was a way forward that would be affordable and would realise the cut.to the budget.

Now that the consultation has been completed, I support the recommendation to adopt the model being proposed as the way forward for the Youth Service to the future. With Cabinet approval to the second recommendation (in clause 1.2 of the report), we will adjust the savings profile as noted, in order to give the 2 organisations a 9 month financial contribution in 2018-19."

Monitoring Officer:

"There are a number of matters to be considered in coming to a decision, in particular the results of the wide ranging consultation process undertaken following the Cabinets decision in October 2017. The report appropriately assesses the relevant considerations in order to arrive at the recommendations. The proposed transitional arrangements are also appropriate. No further observations from a propriety perspective."