

Leicester  
City Council

**WARDS AFFECTED**  
**All Wards (Corporate issue)**

**FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:**

**Cabinet**

**15 July 2002**

---

**Development of a Youth Strategy for Leicester**

---

**Report of the Director of Education**

**1. Purpose of the Report**

- 1.1** This report sets out proposals for the development of a Youth Strategy that will meet the needs and diversity of young people in Leicester, meet the need to promote social inclusion and cohesion across the city and that will satisfy the national policy agenda. It also provides a detailed analysis of the services that the City Council currently provides directly or by funding to the voluntary sector.

**2. Summary**

In particular members attention is drawn to the following issues:-

- The policy pressures and influences upon a Youth Work Strategy for Leicester. (Described in Section 1.2)
- The synergy with Revitalising Neighbourhoods and the potential for working in partnership with other agencies (described in Section 2.34-2.35 and 4.17)
- The section on Access and Priorities (Section 2.11-2.25) which describes the very important balance that needs to be struck between open-access youth provision and targeted work with particular priority groups (Section 2.24)
- A proposal for changes to the role youth workers need to play in delivering youth work in schools as a member of a Cluster-wide Youth Team (Section 3.10-3.11). This needs to be read in conjunction with the section on Access and Priorities (Sections 2.11-2.25)
- The key objectives for the youth service in the development of the city's Community Cohesion Strategy (Section 2.28); the role played by faith groups in the personal and social development of young people

(Section 2.30) and the Youth Service's involvement in projects that are working particularly with young people from abroad (Section 2.29 and 2.31)

- A detailed analysis, by cluster, by ward and by centre, of the services that the City Council currently provides directly or by funding to the voluntary sector (Appendix 1)
- An analysis of the present level of provision (against service delivery model being developed by the National Youth Agency (NYA)) as a basis for the allocation of additional funds already within the budget (Appendix 3)
- The Transforming Youth Work Plan for 2002/03 submitted to and approved by Government Office East Midlands (GOEM), which supports many new developments described in this paper. (Appendix 2)

### **3. Recommendations**

**3.1** The Cabinet is recommended to:

- a) approve the Youth Work Strategy;
- b) approve the Transforming Youth Work Plan; and
- c) approve the allocation of £125k, already in the budget, on the basis of the analysis set out in Appendix 3.

### **4. Financial & Legal Implications**

#### **a) Financial Implications**

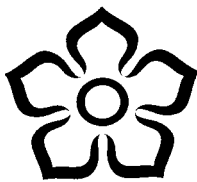
- 4.1** It is anticipated that there will be financial implications arising from this report as follows: -
- 4.2** Members are asked to approve the proposals set out in Appendix 2 Transforming Youth Work Fund Plan which support the development of the Youth Strategy. Government Office East Midlands has approved the allocation of £159,788 subject to confirmation that the Local Authority Youth Service budget for 2002–03 is the same or greater than the budget for 2001/02.
- 4.3** Members are also asked to approve a proposal to allocate youth work resources, already approved within the budget (£125k), to meet some of the demands arising from the implications of the service model set out in Section 3.4 for an adequate and sufficient youth service (NYA model). The proposal for distribution of this resource is attached as Appendix 3
- 4.4** An application to the Neighbourhood Renewal Fund Year 2 is currently being considered to establish a Widening Participation and Social Inclusion Youth Team described in Section 3.8-3.25 for a transitional period of 2 years (£100K per annum).

#### **4.5 Legal Implications**

There are no direct legal implications arising from this report  
(Guy Goodman, Assistant Head of Legal Services – Ext 7054)

**Report Author**  
**Paul Vaughan**  
**Principal Youth Officer**  
**Lifelong Learning & Community Development**

May 2002



Leicester  
City Council

**WARDS AFFECTED:  
ALL WARDS (CORPORATE ISSUE)**

## **FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:**

**Cabinet**

**15 July 2002**

---

### **Development of a Youth Strategy for Leicester**

---

**Report of the Director of Education**

## **SUPPORTING INFORMATION**

### **1. Background**

- 1.1** The completion of the first phase of the Youth and Community Review brought all Local Authority Youth Services for young people in Leicester under the umbrella of the Lifelong Learning and Community Development Division of the Education Department.
- 1.2** Over the last 3 years **at a national level**, there has been an unprecedented interest in young people's issues through a number of publications and initiatives that provide some of the context for a Youth Work Strategy in Leicester
- Learning to Succeed and Bridging the Gap Reports
  - Report to the Social Exclusion Unit of the Policy Action Team 12 on the needs of Young People
  - Connexions Service Planning Guidance
  - the government green paper: "Transforming Youth Work"
  - the Youth Minister's announcement of government's intention to consult upon and draft, in 2002, a specification for an adequate and sufficient youth service within Local Authority areas
  - Role of the Statutory Youth Service in Connexions Service ( Dec. 2001)
  - Quality Protects and Best Value Review – Vulnerable Children
  - the revised OFSTED inspection framework
  - the Community Cohesion Review Team/Cantle Report
- 1.3** The "Transforming Youth Work" green paper sets out an agenda for change and development for LEA Youth Services under four key themes described in section 2.3
- 1.4.** The Transforming Youth Work initiative also requires all local authority youth

services in England to introduce a common planning framework and to produce a Youth Service Plan for the City, with the specified involvement of the voluntary youth sector and Connexions. Government Office (GOEM) requests a first draft by December 2002, with a final version by February 2003. Production of the city's Youth Work Plan will require more collaborative planning of services to young people.

The requirement is supported by GOEM from the Transforming Youth Work Fund. (See Appendix 3)

- 1.6.** The OFSTED inspection framework requires youth services to address the following issues in planning and delivery of provision:-
- Who the service is for and why?
  - clear evidence of the achievements and outcomes for young people as a result of their participation
  - the quality of education provided
  - clear evidence of the quality of leadership and management
- 1.7** The Connexions Service development aims to improve the total range and quality of support to young people by establishing a cross-cutting partnership of service providers. The following extract from *Role of the Statutory Youth Service in Connexions Service, Dec. 2001*) sets out the government's expectations in relation to Connexions.
- 1.8** "Wherever practical (*Youth Services*) ensure that youth workers undertake the Personal Adviser role whilst recognising that for some youth workers this will form a substantial part of their day to day work role, whereas for others it may only form a minimal aspect of their youth work role. In all cases youth workers should be critically and intrinsically engaged with the Connexions Service through case loading, tracking or supporting young people with whom they have regular contact".
- 1.9** The above paper also states " The Connexions Service will provide funding that adds value to existing youth service activity. Funds must be used to enhance rather than replace existing youth work resources".
- 1.10** The implications of the above for the Youth Service and a proposal are described below in section 3.1 2
- 1.11** The riots in the North of England in 2001, the publication of the report of the Review Team led by Ted Cante, and incidents of conflict in Leicester, all highlight the crucial importance of community cohesion to a multi-ethnic city such as Leicester and the part that effective youth services can play.
- 1.12** Government has set up a Community Cohesion Task Group, the recommendations of which are provided in detail in the division's Strategic Community Learning Plan.
- 1.13** A specification for an adequate and sufficient youth service within Local Authority areas, currently being finalised to be issued by the Department of Education and Skills, has considerable significance for the way in which services are planned locally. More details of the likely specification are included in Section 3.4)

- 1.14** At the local level, the current pattern of youth service provision within Leicester is, to a considerable extent, being determined by individual institutions within a historical pattern of resource distribution, described by Price Waterhouse Cooper in their report as “a patchwork quilt”.
- 1.15** As a consequence, the service has not been coherent or strategic and, with exceptions in a few areas, needs now to focus much more from the community perspective on the wider range of needs of local young people. It has not, as a whole, been structured or managed consistently to respond to the important issues facing the city.
- 1.16** A significant amount of staff, and associated resources, are currently isolated within individual establishments and are not being consistently or strategically deployed upon a range of identified needs within communities, nor necessarily on the most important needs and priorities. There are exceptions, for instance in Saffron where the youth work is being informed by the Saffron Youth Audit and in Highfields where the Youth Work Forum is creating a positive partnership between statutory and voluntary sector to deliver services to young people.
- 1.17** The current arrangements, in many cases, take insufficient advantage of the cross-cutting professional synergies and partnership working envisaged by the Connexions, Neighbourhood Renewal and Revitalising Neighbourhood strategies and would be better achieved by a teamwork approach.
- 1.18** There is considerable variance in the level of funding from area to area within the city and it is clear that young people in some areas of considerable disadvantage have less access to youth work provision and the constructive opportunities that youth work can provide. Some areas of the city currently lack youth provision within a reasonable distance.
- 1.19** “Transforming Youth Work” highlights the significant gaps, identified by OFSTED inspections, between the best and poorest youth work practice both across the country and within individual authority areas. Visits to centres and discussions with many staff suggest that there is considerable variance in the quality of youth work currently provided to young people in Leicester.
- 1.20** Appendix 1 shows considerable variance in the numbers of young people using the youth centres and projects provided in Leicester. Some centres are regularly attracting a quite positive percentage of the local youth population whilst others are not.
- 1.21** It also needs to be borne in mind that some types of provision, by their very nature, attract or in some cases require lower numbers e.g. work with young people with disabilities or focused group work on particular issues such as sexual health
- 1.22** Full detail on the types of provision being provided at each setting has not been readily available from all provision and a system is now being put in place to collect that data, based on an agreed list of categories of youth work.
- 1.23** Leicester City Council has been invited to prepare a local community

cohesion plan that will combat fear and ignorance of different communities. The Youth Service will play an integral and effective part in that plan to meet the following overall strategic objectives:

- An improvement in community cohesion for the local area
- A reduction in racial tension and conflict
- More equal opportunities for all sections of the local community
- Creating value from the diversity of the local community
- Adding to the quality of life and sense of well being

- 1.24** The City Council is keen to widen and improve the democratic participation and involvement of its citizens in the development and improvement of its services; consistent with Best Value, Modernising Local Government and Transforming Youth Work and Connexions. The Young People's Council and UK Youth Parliament, both of which are supported by the Youth Service, demonstrate the value of democratic participation. Proposals for advancing the involvement of young people are set out in Section 4.6 - 4.19.
- 1.25** To secure a service that best meets the city's and young people's needs, it is considered necessary to improve the quality and attractiveness of existing centres, propose a new model of staff deployment within each cluster, map and plan services against demographic information and needs and to consider any consequent resource implications.
- 1.26** Staff delivering services locally have just begun a cluster planning process against a service specification and targets that aims to deliver a more cohesive pattern of service.
- 1.27** The service needs a degree of flexibility and the capacity to widen participation in the youth service by disengaged groups and to provide a speedy response to urgent priorities, with the creation of a small Widening Participation and Social Inclusion Youth Team. (Described in more detail in Section 3.18 – 3.25).
- 1.28** The service needs to identify and strengthen its partnerships, both at a strategic and local level, to secure improvement in both the range and quality of what it offers to young people
- 1.29** Therefore, the opportunity for local restructuring, the urgent need to establish longer-term strategic approaches to the achievement of social inclusion and cohesion, the new national policy initiatives, taken together, confirm the need for a review and re-think about how the LEA can best provide its services for young people.

## **2. The Role of the Youth Service.**

- 2.1** The aims and purposes of good youth work  
These will be set out in full detail in a separate document *A Framework for Youth Work in Leicester* but are briefly summarised below.
- 2.2** Within the strategic aims and objectives of the Lifelong Learning and Community Development Division; the overall aim of Leicester City Youth Service is to contribute to the personal and social development of young people enabling their inclusion, engagement, achievement and influence, within the context of a multi-racial city and society.

**2.3** Consistent with Transforming Youth Work the service will achieve this by:-

- offering quality provision and support
- developing the voice and democratic participation of Young People
- providing wide access to a range of Personal and Social Development opportunities that enable young people to learn and achieve
- providing intervention and prevention work with particular groups and individuals

**2.4** Within the Cluster Plans for Youth Work, targets have been set for Young People's Achievements that are consistent with OFSTED requirements. The service must demonstrate added value on a number of themes that include the following:-

- Young People's personal development, attitudes, values and self awareness
- Young people's success in achieving challenging targets set for the acquisition of knowledge, skills and levels of understanding
- An increase in the level of decision making by young people within their setting and in the wider community
- An increase in the number of Young People receiving accreditation via participation in youth service

It is important that as a result of their engagement with youth work, young people will benefit not only in terms of their learning, skills and abilities, but also by their involvement and active participation in the mainstream of their local community and wider society.

## **2.5 Equality of Opportunity**

**2.6** As part of the City Council the Youth Service is committed to addressing unfair discrimination and inequality and to creating equality of opportunity.

**2.7** Staff will work within the existing framework of legislation and policy, which includes recent additional developments: -

- The Race Relations Amendment Act (2000).
- The Disability Discrimination Act 1995, (DDA) and its amendment
- The Special Educational Needs and Disability Act 2001 (SEND)
- Human Rights Act 1998

**2.8** A fuller description of each of the above is set out in the division's Strategic Community Learning Plan, of which the Youth Strategy is a part.

**2.9** Government has allocated some additional funds to the LEA to enable it to



comply with the new legislation.

**2.10** In its work with young people, the Youth Service will be proactive by developing the youth work curriculum to address and promote these key areas.

### **2.11 Access and Priorities**

**2.12** There is little doubt that all young people will benefit from involvement in activities specifically designed to develop the personal and social skills described above in Section 2.4. The purpose of this strategy paper is to set out ways in which the local authority's youth service can contribute in a significant way to that process of development, with particular but not exclusive reference to the 13-19 age group in the context of Connexions.

**2.13** However, it also needs to address the extent to which it can provide that service, in conjunction with other providers, and to whom.

**2.14** The Connexions Service has been defined as a universal service. The Local Authority Youth Service has been identified as a significant partner in the development of Connexions with particular emphasis on the provision of personal and social development opportunities. However, the assumption that the Local Authority Youth Service therefore, for its part, is and can also be a universal service needs to be examined more closely.

**2.15** Participation data collected both locally and nationally makes it clear that the Youth Service has never been anything like a universal service numerically. It needs to be added that it has never been funded, anywhere in the country, to anything like the level that would allow it to aspire to that.

**2.16** However, the emergence of the Adequacy and Sufficiency model being developed, at the government's request, begins to address the issue more formally than ever before.

**2.17** The NYA's publication, *Youth Work Standards*, proposes that for a unitary authority area such as Leicester, the authority should secure convenient and suitable access to high quality youth work (statutory and voluntary) for 88% of households within 1 mile radius.

**2.18** It proposes that all youth centres per 1000 population should be open for a minimum of 4 hours per week, a percentage of centres should be open in school holidays, that young people should be able to access on-line youth advice and information within 1 mile radius of their home.

**2.19** It also proposes, consistent with OFSTED requirements, that "authorities must specify their key target groups, and identify and plan the range of interventions designed to promote their personal and social development".

**2.20** Setting all of that in the context of the NYA's proposed overall target for the percentage of young people to be reached by the service, i.e. 25%, it is clear that the local authority service is not going to be a universal service, in the way Connexions is intended to be. In Leicester a target for youth population to be reached in 2002/3 has been set at 10%; a minimum standard for each

Cluster area, with 25% as the 3 year target

- 2.21** It needs to be recognised that there is a very considerable amount of provision within the voluntary sector which also contributes to the personal and social development of young people as well as projects which prioritise particular groups of young people and particular needs.
- 2.22** The conclusion reached, from the combination of the above factors, is that the youth services collectively need to provide open-access provision on a geographical basis, creating access in principle for all young people of youth service age range, within a 1 mile radius. At the same time to identify priority groups to which particular attention will be paid to ensure that they are reached.
- 2.23** In addition to the open-access provision, particular priorities have been identified for 2002/03 under the division's strategic objective of Widening Participation.
- 2.24** The target is to increase the level of participation in the service both generally and with particular emphasis on :-
- Looked After Children (youth service contribution to corporate parent role)
  - Young people excluded or at risk of exclusion from school
  - Young people experiencing barriers to learning (particularly African Caribbean young men)
  - Young people from abroad (community cohesion)
  - Young people engaged or at risk of engagement in offending / anti-social behaviour (e.g. white teenage boys 14-16)
  - Pregnant teenagers
  - Homeless Young People
  - Young people with drug misuse problems
  - With particular attention in geographical areas with multiple needs (NRF wards / Council Estates)
- 2.25** The Cluster Youth Work plans will need to demonstrate a local needs analysis in relation to the above priorities.
- 2.26** **Community Cohesion** - as described in Section 1.11 and 1.12, Leicester City Council has been invited to prepare a local community cohesion plan that will combat fear and ignorance of different communities.
- 2.27** Further discussion is needed to ensure that the role the Youth Service can play is integral to and effective in meeting the strategic objectives:
- 2.28** However, the Youth Service anticipates that in particular it will:-
- enable young people to contribute to an open and honest debate on the issues preventing community cohesion
  - develop further the infrastructure that gives young people a large voice and stake in society and
  - promote cross-cultural contact and dialogue between different communities to foster understanding and respect.

- 2.29** The Youth Service is playing a leading role in the development of the Building Communities Project (funded by GOEM) which provides a range of initiatives designed to provide community facilitators who will consult and engage particular groups of young people in identifying both the difficulties they face and their solutions.
- 2.30** The role played by faith groups in young people development needs to be recognised and developed at both local and strategic level.
- 2.31** Much of this work is focusing on the needs of Young People's from Abroad (one of the priority groups described in 2.24 above).
- 2.32** A considerable part of the new Transforming Youth Work funding is committed to these objectives. (Attached as Appendix 2)

### **2.33 Youth Service Working in Partnership**

The Youth Service is currently working in partnership with a number of other agencies, though more often as a result of locally determined relationships rather than from strategic decisions.

- 2.34** From the responses to the consultation exercise, it is clear that many local services see considerable synergy between the Youth Work Strategy and their own goals. Many of them have expressed the wish to work in partnership to achieve common goals and targets with the following suggested linkages (some of which already exist). In no particular order they are:

- LCVYS & other Voluntary Youth Work agencies
- Leicestershire Careers & Guidance Service (Connexions)
- Excellence in Cities, Excellence Challenge & Education Action Zones
- Development of on-line education & support (EiC)
- Schools (youth work, mentoring and Connexions Personal Advisers)
- Youth Work in Cultural Services, Housing Assessment & Support Service
- Drug & Alcohol Action Team and Substance Misuse Services
- Sports Development - Active Sports, Sporting Crowns & Midnight Basketball
- Housing & Anti-Social Behaviour/Social Behaviour contracts
- Youth Offending Service / Crime & Disorder Partnership / Community Safety
- The Learning & Skills Council (LSC)
- LEA's Pupil and Student Support Division
- The County Youth Service

- 2.35** Partnership working needs to be developed both strategically and locally with all of the above agencies. At a strategic level it is intended that Connexions will play a key role in creating synergy between many of these agencies to produce a much-improved youth support service in which the local authority service can and must play a part.

At a local level the Forums, being set up as part of the Revitalising Neighbourhoods development, will play a key role in joining up and co-ordinating services to meet the needs of local communities as a result of close dialogue with them.

### **2.36 Raising standards of achievement and aspirations through informal learning**

The City Council has placed great emphasis on the goals of both Learning and Attainment and Widening Participation. It is expected that the Youth Service will make a significant contribution to both. The drive to raise standards of achievement for all young people in the city must involve youth services working in partnership with schools and colleges. The Division has aligned its services with School Development Groups to increase the synergies between schools and the youth service. The bringing together in the Education Department of two formerly separated services is also intended to support the Council's priority to raise standards of achievement.

**2.37** The increasing recognition of the role of informal learning, for instance in the 14-19 Curriculum, has significance for the youth service, which has specialised in this way of working.

**2.38** The Youth Service contribution to these goals needs further negotiation for some elements, but is likely to include the following:-

- Raising the general standard of youth work by improving all youth work staff's understanding of the young people outcomes that are required
- By introducing/extending the use of accreditation for young people participating in the service
- For Young People at risk of exclusion or excluded from school
- By its contribution to collaborative work with some groups in the context of the 14-19 Curriculum (i.e. specially-tailored programmes for Young People who are currently under-achieving, under valued and not sufficiently engaged in education, training or employment to promote re-integration into mainstream provision.
- With reference to particular groups experiencing barriers to learning (particularly African Caribbean young men)
- By supporting the Youth Initiatives, Youth Forums and Youth Impact projects (supported from the Transforming Youth Work Development Fund)
- Linkages with the Adult Learning Plan with reference to post-16 provision and key skills

### **2.39 Recognising and accrediting achievements**

The Youth Service should make more systematic provision, within its youth centres and projects, for young people to be able to gain accreditation for the activities in which they engage with youth work staff. This will require more staff to be trained in at least one of the range of accredited programmes available for this purpose e.g Youth Achievement Award, Getting Connected, Duke of Edinburgh Award, Youthtrain.

**2.40** For some young people, the accreditation of informal learning can support and improve their transition and progression into further education or work and training.

**2.41** Transforming Youth Work funding has provided additional resources to

engage Youth Clubs Leicester to train Youth Work staff, in each cluster area, in the Youth Achievement Award.

**2.42** It also needs to be recognised that for some young people with whom the youth service and others work, participating in a social environment without totally disrupting it is a considerable achievement. Giving credit to young people's achievements needs to include positive recognition and appropriate rewards as well as accreditation.

**2.43** **To summarise** the authority's youth service will play a major part in strengthening the protective factors and reducing the risk factors in our communities by addressing the following:-

- providing a consistently high-quality and rich diversity of youth provision, focused on personal and social development that demonstrates learning and attainment, raises aspirations and provides accreditation when possible
- enabling young people to take the lead in decision-making and evaluating services to ensure that services are young person and needs-led
- delivering a service that is based on equality of opportunity, that challenges unfair discrimination and that promotes community cohesion
- providing young people with open-access youth centres/projects on a geographical basis across the city, in partnership with the voluntary sector (to an agreed level of adequacy and sufficiency e.g within 1 mile of young people's homes)
- providing more targeted intervention and prevention work with individuals and groups to address the causes of disaffection, exclusion and high risk behaviours
- devoting youth work resources to promoting community cohesion
- widening participation within particular areas and by particular groups of young people
- Identifying and developing the Youth Work contribution to the Connexions Service for 13-19 year olds

### **3 Proposed arrangement of youth service provision**

3.1 The following are proposals for bringing about the shift to a Youth Service, which young people want to use, that is community-focused, is based on a more systematic analysis of needs, is more inclusive and that raises standards of learning and achievement. **In the consultation responses the following approach was felt, by many other agencies, to provide a better basis for working in partnership to achieve common targets and objectives.**

#### **3.2 A Teamwork approach at Cluster level**

All Youth Workers/Youth Tutors will operate within a teamwork approach across each Cluster. Each cluster team would have responsibility for the achievement of the following key tasks which will be expressed in a Cluster-wide Youth Service Plan:-

- 3.3** To devise, develop, deliver and support, in conjunction with the voluntary sector, open-access centre-based provision that promotes Personal & Social Development. Programmes, opening times and locations will be locally determined on the basis of young people's identified needs. Youth Work programmes will need to cover a range of curriculum opportunities over time to meet OFSTED standards.
- 3.4** Planning will be done with a sound rationale (based on NYA model) :-
- 1 mile distance to provision for individuals wherever they live
  - minimum 4 hours per week of provision per 1000 youth pop.
  - % of larger centres open at least 10 hours per week
  - % of centres open in school holidays for % of school holidays
  - 80% of youth centres open for 10 hours per week or more have access to on-line youth information services (jointly developed with and as part of the Connexions Service)
- 3.5** The contribution of the voluntary sector and regeneration-funded partnerships will be significant in beginning to provide such a sufficient level of service. However, it may be that some areas would require either a shift or input of new resources to meet this demand.
- 3.6** The Cluster Teamwork approach, with its more systematic planning of service delivery, will enable the Youth Service to work much more effectively with Neighbourhood Forums (Revitalising Neighbourhoods) as they develop.
- 3.7** The Youth Service sees all the secondary schools and colleges in the city as partners in the delivery of the youth work strategy set out in this paper. Some of the schools and colleges in the city do not have the opportunity currently to work with the youth service and have expressed the desire to do so.
- 3.8** It is well understood that anti-social behaviour amongst young people in our cities often has clear links with disadvantage and social exclusion. The incidence of social exclusion for individuals is in many cases manifested in a breakdown of relationships within formal education. Youth Workers can provide additional capacity and a valuable approach to combating the process of social exclusion by targeted group work.
- 3.9** There was considerable support for the Cluster Team approach in response to the consultation exercise
- 3.10** A combination of pressures were summarised in Section 2.2 the youth service needs to provide open-access provision on a geographical basis, creating access in principle for all young people within the youth service age range and within a 1 mile radius whilst at the same time identifying priority groups to which it will pay particular attention".
- 3.11** On that basis it is suggested that the current arrangement with school-based Youth Tutors will have to change as follows:-
- That Youth Tutors operate as part of the cluster-wide team of Youth

Workers to meet the key tasks and service needs of the cluster area as a whole

- That where it is possible and based on the planning rationale described in 3.4 (i.e. an analysis of all provision and distance to it within the cluster area), schools offer open-access youth centre provision
- Additionally or alternatively Youth Tutors devise, develop and deliver work, in principle with all secondary schools that need it, targeted at particular young people who are experiencing disadvantage/barriers to learning and/or being excluded/at risk of exclusion. Where appropriate to meet schools/students personal and social development needs in the context of the proposed new 14-19 curriculum
- It is envisaged, as a result, that the amount of time Youth Tutors currently dedicate to individual community colleges will need to change from the present full-time presence

### **3.12 Provide Personal Adviser (PA) support and work with the network of other Connexions PAs**

One of the questions this poses for the Statutory Youth Service in Leicester is whether to require all Full-Time and some substantial Part-Time Youth Workers each to provide PA support to a small caseload of young people or whether to identify Youth Workers who will have a very substantial PA role. It is felt that the latter, may considerably de-stabilise the Service at its current stage of development. A better option would be to pilot Full-Time Youth Workers taking a small defined caseload of young people, with whom they already have regular contact, retaining these staff as integral to the Youth Service but at the same time as part of the Connexions network of PAs. In this way the Youth Service is more likely to move forward integrally with Connexions than it would if certain staff were very substantially taken out.

- 3.13** The establishment and management of a Detached Youth Work Team, targeting neighbourhoods in each Cluster where significant groups of young people are congregating and are either not currently engaging with or have no access to youth provision locally
- 3.14** The Detached Youth Work Teams' task will be to contact and work with disengaged "at risk" and/or disadvantaged young people and devise, develop, deliver specialist work with them, in conjunction with the proposed Widening Participation Youth Team in NRF wards
- 3.15** In the summer of 2001 the deployment of Detached Youth Workers in particular neighbourhoods, funded by additional monies from the Home Office, contributed to meeting immediate challenges to social inclusion and cohesiveness and to the authority's understanding of the longer term needs of particular groups of young people. The Connexions Strategy also highlights the importance of this role in contacting and working with hard to reach young people. Currently very few areas of the city have Detached Youth work Provision.
- 3.16** Deliver, in partnership with other agencies, accredited 14-19 development

programmes that provide transition into training and F.E. (e.g. **The Learning Gateway Programme as part of Connexions Service**)

**3.17** Considerable numbers of young people are currently not engaging in education, training or employment. The Youth Service can make a considerable contribution in this area.

### **3.18 A Widening Participation and Social Inclusion Youth Team**

Establish a new Widening Participation team led by a Full-time Youth Worker who will manage a team of part-time staff focusing their work, in partnership with other services, on “At -Risk” and/or disadvantaged young people in the wards covered by the NRF fund. **It would focus on the priority groups described in Section 2.24.**

**3.19** It would greatly improve the ability to make contact with and develop good working relationships with hard to reach and disengaged young people and to be able to respond more rapidly and appropriately to new developments.

**3.20** It was suggested, by one respondent to the consultation process, that there is already a plethora of agencies working with socially excluded young people.

**3.21** However, it needs to be recognised that there are very considerable numbers of young people who do not currently reach the threshold for help by some of these agencies but need support to help them avoid reaching that point.

**3.22** **This team would add capacity to and draw together a close working partnership with other services to provide the Connexions Service with a coherent much-improved link to harder to reach young people in a way that does not exist now.**

**3.23** **To improve and in some cases establish services to these groups requires clarification of the different roles and responsibilities of services, funding streams, resources and expertise that this team could bring about.**

**3.24** It would also work in conjunction with the Cluster-based Youth Workers and Detached Youth Work Teams.

**3.25** Consideration is currently being given to the NRF application to establish this Youth Team in advance of the timetable for completion of Phase 2 of the Lifelong Learning and Community Development review with time-limited funding from the Neighbourhood Renewal Fund. It would then be the intention, to mainstream this provision over a period of 2/3 years by attracting new funding, subject to the achievement of the desired outcomes.

## **4 Developing a service that more young people want to use**

In considering how best to improve the coverage and uptake of the service across the city, a number of factors need to be taken into account.

### **4.1 Age Range and Resource Allocation**

The current understanding of the Youth Service age range in the City is 11-25



though that is not explicitly expressed in policy statements. Within that age range participation in the Youth Service has been predominantly 11-19, borne out by: participation figures collected for 2000/01 (11-12yrs @ 34%, 13-19 @ 60%, 20-25 @ 6%)

- 4.2** The Connexions Planning Guidance and the recent paper “Role of the Statutory Youth Service in Connexions Service”, sent to all Local Authorities Chief Executives by The Minister for Youth and Learning in December 2001 makes it explicit that Youth Service provision for the 13-19 age range “is an integral part of the Connexions Service delivery”.
- 4.3** It is also apparent that future OFSTED inspections of Youth Services will concentrate on 13-19 provision, which will require the service to be clear about its input as well as its outcomes for this age group.
- 4.4** It is also clear that **preventative work** with the 8-12 year old age group **is vitally important** for which adequate and sufficient, effective, developmental provision needs to be made (given that some children are tending to be out on the streets from a much younger age). Lifelong Learning Division, which includes both Children’s and Youth Services, is particularly well placed to address the question of overlapping, but differentiated service delivery for the **0 -19** age range, both within its own services and with its partners. This needs to be considered in the context of the Children’s Strategy to the City in relation to resources for under 13’s.
- 4.5** An audit of provision for 8-12 year olds would assist the process of developing a more systematic and cohesive approach to service provision both locally and strategically across the whole age group.

#### **4.6 Service delivery and the Voice of Young People**

The Youth Service currently provides opportunities for young people to influence decisions within their local setting. To extend young people’s involvement to a more strategic role in services and service development requires a further shift in relationships.

It is proposed that the following three new initiatives are established.

- 4.7** It is also proposed that, wherever possible in the development of these projects, the principles for the development of Community Cohesion previously described in Section 2.26 – 2.32 are being promoted: -
- to enable young people to contribute to an open and honest debate on the issues preventing community cohesion
  - to develop further the infrastructure that gives young people a large voice and stake in society and
  - to promote cross-cultural contact and dialogue between different communities to foster understanding and respect.

#### **4.8 Youth Initiatives Project**

This will be an innovative new programme giving young people funding and

youth work support to address youth issues/needs creatively in their community. It will increase youth empowerment; investing in young people by engaging them in projects affecting changes they wish to see.

**4.9** This project will enable young people:-

- to design projects to address needs/issues they identify as important
- to turn their ideas into action
- to gain leadership, teamwork and other life skills
- to impact on their community in positive ways.

**4.10** The criteria and precise processes for the development of this initiative will be established by a group of young people by September 2002.

**4.11** An invitation for groups of young people to apply for funding will then be made with a view to awarding grants by December 2002.

**4.12** It is proposed that within two years all projects funded in the voluntary sector demonstrate how they meet these principles for further funding to be approved.

**4.13 Youth Impact Project – a youth-led evaluation project.**

A team of young people drawn from across the city and reflecting its diversity will draw together under a senior member training programme. It is then envisaged that some of them will go on to be trained in evaluation skills. Youth Impact will conduct an agreed number of evaluations per year and focusing on the following 5 themes:-

- learning and achievement from being involved
- facilities and resources
- quality and range of decision-making by young people
- relationships between young people
- youth and staff relationships

**4.14** This work will contribute to the Community Cohesion agenda by the development of close working relationships of a culturally diverse group of young people who would then be visiting youth provision in settings across the city.

**4.15 Youth Forums Development Fund**

This will be the foundation to ensure the further development, co-ordination and support of sustainable new youth forums across the City. It will support innovative, young people-led initiatives that give a meaningful youth perspective to the democratic processes of the City. It will build upon the work of existing youth forums, both locally and City wide, and will enable the initiation of new youth forums in the City's seven Education Clusters, where they do not exist.

- 4.16 This project will link up with the Connexions Service's initiatives to ensure participation of young people in service development.
- 4.17 Local Young People's Forums will need to establish a link with and a voice on the Neighbourhood Forums being developed under Revitalising Neighbourhoods.
- 4.18 All three of the above projects have received financial support from Government Office East Midlands as part of the Transforming Youth Work Plan submitted to them at the end of March 2002. (Attached as Appendix 2)
- 4.19 The Transforming Youth Work Fund will allow for the appointment of a new Full-time post whose brief will be to incorporate the existing work with the Young People's Council (YPC) and the UK Youth Parliament (UKYP) members with the development of the above three initiatives. This post will add the YPC and UKYP members, and thereby increase significantly the development of young people's participation and influence in service development.

#### 4.20 **Providing a Quality Service that young people want to use**

Providing a consistently high-quality service that young people want to use **will require positive management, leadership and support at all levels of the service** to produce :-

- Agreed purpose/principles/outcomes for whole service and extending to the voluntary sector
- An agreed and well-understood Curriculum Framework and a dedicated curriculum development specialist
- A common system of Quality Assurance/monitoring
- A Staff Development and Training Policy **that delivers a consistently well-trained and well-motivated workforce**
- A firm commitment to the delivery of regular management supervision provided by appropriately skilled managers to both full and part-time staff
- Consideration of the current roles of Full-Time Youth Work staff and the extent of face to face work by them
- Programmes of work with young people that are needs-led
- Service delivery that is firmly and increasingly influenced by the local voice of young people and their communities
- **A review with young people of service opening times**
- **A review of charging policy.**

**4.21 Staff from a range of roles within the Division have recently undertaken training in the OFSTED Self Assessment Framework. The precise method for applying this within the service is now being considered but it is anticipated that in addition to self-assessment within each youth work setting an internal inspection team will need to engage in peer-assessment across the service. This will provide the rigorous analysis necessary for identifying and raising the general standard of provision and prepare the service for external inspection. The implication of this for staff will need to be assessed and met if the service is to be successful.**

## 4.22 Staff Development

Evidence from OFSTED inspections of Youth Services clearly indicates that higher performing services have placed great emphasis on their capacity to deliver the staff development necessary to improve the service. In order to raise standards of effectiveness of both full and part-time staff numbering in excess of 300, in line with the requirements set down in the OFSTED Framework for Inspection, it is proposed to provide an additional post dedicated to Staff Development. For the next two years the cost will be met from the new "Transforming Youth Work Fund, to be received from Government Office matched with funding identified within the division.

- 4.23** There is a need to address career progression both structurally and by improving the quality and quantity of training and development opportunities as described above.
- 4.24** The service also has the problem, facing the public sector generally, of recruiting suitable staff to posts and currently carries too many youth work vacancies as a result. Inevitably this situation hinders the process of continuous improvement and needs to be addressed strategically as a matter of urgency.
- 4.25** It has been proposed in a number of responses to the consultation process that the more joined-up approach advocated can be achieved in part by appropriate joint training of staff and by improved sharing of resources, both human and physical.

## 5 Timescale for development of the strategy

- A period of consultation on the strategy was undertaken and completed in March/early April 2002.
- All Council members were provided with a copy of the draft strategy paper including Appendix 1 for comment and feedback by 30 April 2002, from which a number of positive responses were received.
- The establishment of a team work approach will be addressed as part of Phase 2 of the Lifelong Learning and Community Development review
- Implementation of cluster-wide plans is due to start in September 2002
- If additional resources are approved from Neighborhood Renewal Fund, the establishment of the Widening Participation Youth Team can be implemented when detailed proposals are approved.
- The Transforming Youth Work Plan funded by GOEM is attached as Appendix 2. It covers a range of new initiatives identified within the strategy. The plan contains a detailed outline of the timetable for each initiative over the twelve months: April 2002 – March 2003. Further funding will be available from GOEM in 2003/4 under this initiative subject to their approval of a further plan.

## 6 Consultation

In developing the strategy it was felt important to consult a range of

stakeholders. The list of those invited to respond, is as follows:-

Social Services	African Caribbean Working Group/ Officers Group
Housing Department	Leicester Race Equality Council
Sports Development	Leicester United Caribbean Association
LCC Community Development Manager	Leicester Asian Youth Association
Assistant Director Parks and Sports	Belgrave Baheno
Policy and Performance	Ek Awaaj
Excellence in Cities	Leicester Council of Faith
Pupil & Student Support	Leicester Council Voluntary Youth Service
Lifelong Learning Division	Voluntary Action Leicester
Secondary Heads Group	Barnados
Connexions	Leicester YMCA
Leicester Careers and Guidance Service	Saffron Resource Centre
Learning and Skills Council	Unison
Youth Offending Service	FEJOTC
Health (PCT)	National Youth Agency
Drugs Action Team	
Sure Start	
The Police	

24 responses have been received.

- 6.1** The responses provided many detailed and positive suggestions, which have been incorporated in the revised paper
- 6.2** The draft paper was discussed at the Strategic Community Learning Forum on the 8 May 2002 where it was agreed by the Chair that the revised paper, including responses from the consultation, would be circulated to all members of the Forum for further comment, which will be incorporated in the report to Cabinet.
- 6.3** The Youth Strategy Paper was discussed by the Education Scrutiny Committee on Tuesday 18 June 2002 when a number of issues were raised as follows:
- Consultation with young people
  - Consultation with Lesbian and Gay Centre (LGBT)
  - Role of older young people
- 6.4** The Principal Youth Officer has already met with the Connexions Youth Executive to discuss the strategy and is now planning a Day Conference on the strategy for young people in September 2002 to include that group and the Young People's Council. It has also been agreed that these two bodies will receive periodic reports on progress made on both the Youth Strategy and the Transforming Youth Work Plan.
- 6.5** A very substantial part of the Transforming Youth Work Fund is dedicated to

developing the voice of young people over the next 12 months. This will enable a more thorough involvement of young people than could have been achieved in the time frame given to stakeholders identified in the above list.

**6.6** It is anticipated that young people will increasingly influence the youth work strategy as their involvement in projects described in Sections 4.8, 4.13 and 4.15 gather momentum

**6.7** With regards to consultation with the LGBT Centre, the Principal Youth Officer has previously met for general discussion with that organisation. In addition they will now be sent a copy of the Youth Strategy Paper for their comments.

**6.8** With regards to the role of all the young people, also raised at Scrutiny Committee, Members attention is drawn to the project described in Section 4.13 which is targeted particularly at senior members of youth centres/project members.

## **7 Financial Legal And Other Implications**

### **7.1 Financial Implications**

It is anticipated that there will be financial implications arising from this report as follows: -

**7.2** Members are asked to consider the proposals set out in Appendix 2 Transforming Youth Work Fund Plan which support the development of the Youth Strategy. Government Office East Midlands has approved the allocation of £159,786 subject to confirmation by 30 May 2002 that the Local Authority Youth Service budget for 2002 – 03 is the same or greater than the budget for 2001 – 02.

**7.3** An application was submitted to the Neighborhood Renewal Fund Year 2 to establish a Widening Participation and Social Inclusion Youth Team described in Section 3.18 – 3.25 for a transitional period of 2 years (£100K per annum).

**7.4** Members are also asked to approve a proposal to allocate youth work resources, already approved within the budget, to meet some of the demands arising from the implications of the service model set out in Section 3.4 for an adequate and sufficient youth service (NYA) Youth Agency.

**7.5** Presently, the NYA's guidelines are being applied to the service provision across the city. It is anticipated that this exercise will provide a basis for the distribution of an additional £125k.

**7.6** The proposal for distribution of this additional resource is attached as Appendix 3 to be presented to Leaders Briefing on 10 June 2002.

### **7.7 Legal Implications**

There is no legal implication in this report

### **7.8**

OTHER IMPLICATIONS	YES/NO	Paragraph References within this report
School Improvement	Yes	2.4 / 2.36 –2.38 / 3.11
Equal Opportunities	Yes	2.5-2.10 / 2.24 / 2.28 / 2.30 /2.31
Policy	Yes	All
Sustainable and Environmental	No	
Crime and Disorder	Yes	1.11 / 2.18 / 2.24 / 3.17-3.25
Human Rights Act	yes	2.7
Elderly / People on low income	No / Yes	- / 2.7 / 2.24 / 2.433 / 3.18

## 7.9 Background Papers – Local Government Act 1972

- Transforming Youth Work Green Paper
- Connexions Planning Guidance
- Role of the Statutory Youth Service in Connexions Service – (Dec. 2001)
- National Youth Agency – Youth Work Standards reference pack.