WARDS AFFECTED All Wards (Corporate issue)



FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:

Education Scrutiny Cabinet

19 March 2003 24 March 2003

The Local Authority Youth Service Plan 2003-04

1. Purpose of the Report

Report of the Director of Education

1.1 This report sets out the context for the production of the Local Authority's Youth Service Plan for 2003-04 and seeks Member's approval for the Youth Service Plan (Appendix 1), prior to its final submission to Government Office East Midlands in March 2003.

2. Summary

- 2.1 The City Council approved its first unifying Youth Work Strategy for the City in July 2002, cited in the IDeA report on Community Cohesion as excellent. This established a good base from which to plan the service's development
- 2.2 The Local Authority is now required to produce a Youth Service Plan for 2003-04, framed by three new developments: -
 - the introduction of a Common Planning Framework for Local Authority Youth Services, published in September 2002
 - the School and LEA Funding in 2003-04: Guidance Letter No.2, sent to Local Authority Chief Executives on 10 December 2002
 - the DfES/Connexions Unit publication: Resourcing Excellent Youth Services launched by the Minister for Youth & Basic Skills on December 18 2002.
- 2.3 The Common Planning Framework for Local Authority Youth Services required, for the first time, the production of a comprehensive Youth Service Plan against a detailed planning specification, for all Local Authorities in England. A draft version of the plan had to be submitted to Government Office East Midlands by early January 2003, and the final version has to be approved and signed off by the Local Authority by March 2003.

- 2.4 The School and LEA Funding in 2003-04: Guidance Letter No.2 set out the Government's decision to clarify funding for the Youth Service by creating a separate Youth and Community sub-bloc and an increase of 5.9% over 2002-03 budgets. The Government stated that it is clear that improving and expanding Youth Services should be a priority for all authorities and it intends to make increases of a similar order in this sub-block over the following two years.
- 2.5 The formula used to calculate this bloc, based on 13-19 population and a number of other proxies, produces a figure for Leicester of £4.067 million for the Youth and Community sub-bloc in 2003-04. This is to cover Youth Service, community education and spending on FE Student Support. The advice states: "since LEA's expenditure on this support has been declining for some years and is expected to continue to do so, this will mean that there should be scope within the new sub-block for a faster rate of increase in spending on the Youth Service".
- 2.6 The Government makes its position clear in *Resourcing Excellent Youth Services* that improving and expanding Youth Services should be a priority for all authorities, and sets a target of "at least £100 per head of 13-19 population per annum (with additional funding for intensive work and disadvantage, including scarcity)". Based on the 13-19 population figure in the Youth Service Plan (2001 mid year census estimate), this would mean a budget of £2,851,000 (with additional funding for intensive work and disadvantage, including scarcity). The 2003-04 budget, approved by Council on 5th March 2003, is £2,177,558
- 2.7 It is proposed, as a result of the Lifelong Learning and Community Development Review and with an increased share of the Youth and Community sub-block, that the Youth Service budget would rise, in 2004-05, to at least £2,851,000 plus additionality for work with disadvantaged young people (as per recommended minimum standard described in 2.6 above).
- 2.8 The DfES/Connexions Unit and the Minister for Youth and Basic Skills launched *Resourcing Excellent Youth Services* on December 18 2002. This document is described as a landmark, setting out for the first time the Government's specification for an "Excellent Youth Service". It outlines the strategic leadership role that local authorities should play and provides direction on a range of themes. These are described in the Supporting Information.
- 2.9 The Youth Work Plan (attached as an appendix to the report), describes in detail what the Local Authority Youth Service currently delivers. A summary is contained in sections 1.3 –1.12 of the Supporting Information.
- 2.10 The Youth Service has been required, for the past 5 years, to supply figures annually to the National Youth Agency on the number of young people reached by the service. This data is now to be included as part of the Youth Service Plan (page 28). A summary is provided in section 1.4 of the Supporting Information.

- 2.11 The Youth Service Plan has to state how it will meet national and local priorities. A summary of Local Authority and National priorities that have informed the plan is covered in section 1.13 of the Supporting Information.
- 2.12 It must describe the service's main development objectives and priorities for 2003-04. A summary is provided in section 1.14 of the Supporting Information.
- 2.13 The Youth Service Plan is a plan for development, improvement and change. It is to be expected that the plan will have significant new advantages as well as impacting upon current arrangements. A summary of advantages and impact are included in sections 1.21-1.24 of the Supporting Information.
- 2.14 The final version of the Youth Service Plan will be amended to take account of feedback provided in the course of both the Council's approval and the consultation process. This will include strengthening the report with regard to: -
 - The value and importance of the role played by the non-statutory sector services in supporting and working with young people
 - The role of sport and arts in the development of the Youth Service's work with young people
 - Meeting the needs of young people with disabilities

3. Recommendations

- **3.1** The Education and Lifelong Learning Scrutiny Committee is recommended to:
 - a) Note the report and
 - b) To make any comments for Cabinet consideration
- **3.2** The Cabinet is recommended to:
 - c) Note the strengthening of service relationships and corporate working
 - d) Approve and sign off the Youth Service Plan for 2003-04;
 - e) Consider the financial implications of the government's advice in it's two recent publications; School and LEA Funding in 2003-04: Guidance Letter No.2 and Resourcing Excellent Youth Services. Growth will need to be found within the Education and Lifelong Learning budget and will be the subject of a further report to Cabinet.

4. Financial & Legal Implications

Financial Implications

4.1 In 2002-03 the approved budget for the provision of the Youth Service was £2,094,597. The 2003-04 budget, approved by Council on 5th March 2003 is £2,177,558, which represents a 4% increase. The Youth Service Plan details how this budget allocation will be expended.

It is proposed, as a result of the Lifelong Learning and Community Development Review and with an increased share of the Youth and Community sub-block, that the Youth Service budget would rise, in 2004-05, to at least £2,851,000 plus additionality for work with disadvantaged young people (as per recommended minimum standard described in section 2.6 of the Supporting Information).

This growth will need to be found within the Education and Lifelong Learning budget and will be the subject of a further report to Cabinet.

- **4.2** Additional funding has been secured to support the plan
 - a) an application to the Neighbourhood Renewal Fund (Year 2) has been approved to establish a Widening Participation and Social Inclusion Project, described in the Youth Service Plan in section 4 (q). This is for a transitional period of 2 years (£35.8K in year 2 and £140K in year 3).
 - b) based on the funding received in 2002-03, it is anticipated that the Youth Service will receive about £51,400 for 2003-04, to meet its duties under the Special Educational Needs and Disability Act 2001. Fuller detail is set out in the Supporting Information
 - c) the service will receive a grant of £86,000 for 2003-04, from Government Office East Midlands (GOEM), under the Transforming Youth Work programme. This is intended to support key service development priorities and a Transforming Youth Work Fund Plan will be submitted to GOEM with the final version of the Youth Service Plan.
- **4.3** All planned Youth Work will be contained within the total available funding in 2003-04.
- 4.4 The report includes changes to central government's funding for Local Authority Youth Services. Further reports will be brought to Committee when the implications for the Lifelong Learning and Community Development Division have been established.

4.5 Legal Implications

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

Report Author:

Paul Vaughan Principal Youth Officer Lifelong Learning & Community Development

March 2003

DECISION STATUS

Key Decision	Yes
Reason	Citywide Impact on Communities
Appeared in	Yes
Forward Plan	
Executive or	Executive (Council)
Council	
Decision	



WARDS AFFECTED: ALL WARDS (CORPORATE ISSUE)

FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:

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The Local Authority Youth Service Plan 2003-04

Report of the Director of Education

SUPPORTING INFORMATION

- 1. Background
- 1.1 The Youth Work Strategy approved in July 2002, brought together local and national priorities and an analysis of the "current shape" of the Youth Service, within the context of the Strategic Community Learning Plan for the Lifelong Learning and Community Development Division
 - This established a good base and prepared the way for the production of a comprehensive Service Plan.
- 1.2 In the section on Strategic Objectives, the Plan sets out the Local Authority and National priorities that the Youth Service aims to meet through the above provision:-
 - Raising educational standards
 - Community Cohesion
 - Social Inclusion
 - Revitalising Neighbourhoods
- **1.3** To meet the above priorities, the Youth Service Plan sets out the service's main development objectives and priorities for 2003-04 under four themes :-
 - Improving the Quality of the Service

- Developing the Voice of Young People
- Raising standards of Young People's achievement (via a Personal & Social Development approach)
- Targeted intervention with disadvantaged and/or vulnerable priority groups
- **1.4** The Youth Service Plan will have significant new advantages as well as impacting upon current arrangements.

The priority given to improving the quality of service will seek to secure the establishment of a process of continuous improvement in service delivery. To achieve this it is felt necessary to:-

- Significantly improve the amount and range of staff development and training from that previously available
- As part of Phase 2 of LL & CD Review, to review the current roles and responsibilities of full-time youth worker posts and confirm a team approach to service delivery at cluster level as described and agreed within the Youth Work Strategy already approved by Cabinet
- To review the pay and conditions currently utilised for full-time youth worker posts to introduce levels of responsibility within the service
- Establish a standard for the percentage of each youth work post to be devoted to face to face work with young people
- Consider reducing the very large number of part-time youth work posts on very small numbers of weekly hours and aggregating them into contracts with more substantial hours (thereby improving our ability to meet the training and development needs of postholders and to impact upon the current substantial vacancies problem
- Establish a Quality Assurance Framework that provides a clear link between the standards of effectiveness required and the performance management of all staff, and includes a role for young people.
- Establish a pattern of regular supervision for all staff
- 1.5 The priority given to developing the Voice of Young People aims to give a greatly increased role for young people in decision-making processes and evaluation of the service. This will include: -
 - Developing a rigorous and effective quality assurance system that includes a role for young people as users of the service
 - The establishment of more locally-based Youth Forums
 - A review of the Young People's Council to include, the present 13-16 age

range and their role in relation to the wider democratic structure within the city

- Young people formally consulted on the Young People's Pledge (of service entitlement) that has to be included with the Youth Service Plan
- **1.6** The priority given to raising standards of achievement and aspirations, in line with the Council's top priority, will require:-
 - Reviewing the current roles and responsibilities of full-time youth worker posts, in particular to reach agreement with schools on the role of schoolbased youth tutors to ensure their contribution to the raising of attainment and the social inclusion of particular groups of young people within schools
 - In principal, to provide youth work in all secondary schools not just the Community Colleges as at present
 - Developing the role of Youth Worker/Personal Adviser with Connexions in the context of the overall review of current roles and responsibilities of fulltime youth worker posts, in Phase 2 of LL & CD Review.
- **1.7** The priority given to targeting intervention with disadvantaged and vulnerable priority groups will :-
 - Require the appointment of 6 new youth work posts, funded from NRF, that will focus upon disadvantaged and vulnerable priority groups in 5 wards of the city and upon Looked After Children across the city
 - Increase the participation and engagement of Looked After Children in youth activities and impact upon their levels of aspiration and achievement
 - Make provision for excluded pupils in years 10 and 11.
 - Represent a shift in the focus of youth work in the city from a mainly open access service to one that targets at least 25% of its resources on in depth work with the most disadvantaged and will therefore impact upon the roles and responsibilities of youth workers
 - Require an improvement in the data collection system in order to monitor the performance against the targets set for this priority area
- 1.8 In September 2002 the DfES introduced a *Common Planning Framework for Local Authority Youth Services*, which required all Local Authorities in England to produce, for the first time, a comprehensive Youth Service Plan against a detailed planning specification. The main themes of the specification are as follows:-
 - Strategic Objectives
 - how the plan will support national and local priorities and targets

- The local context
 - data on the nature of youth population
 - Labour Market and Youth Unemployment
- The Youth Service's main objectives and priorities for 2003/04
- How Young People are involved in developing the plan and the service
- Consultation within department/involvement of partners in relation to plan
- The Local Youth Service
 - Organisational structure
 - The Youth Service Mission
 - Age Range and Resource Allocation
 - The Youth Service contribution to Connexions
 - Relationship and partnerships with voluntary sector
 - Access to the service
 - Accommodation and outlets used
 - Role of the service in provision for Black & Minority Ethnic groups
 - Detached Youth Work
 - Information Advice and Counselling
 - Holiday Activity Programmes
 - Youth Service Working in Partnership
 - Finance
 - Staffing
- Equality and Diversity
 - Framework of legislation and policy
 - The Special Educational Needs and Disability Act (SEND)
- Significant practice examples
- **1.9** As described in detail in The Youth Work Plan (Appendix1), the Local Authority currently delivers its Youth Service via:-
 - 13 Free-Standing Youth Centres
 - 11 Schools, 10 of which are secondary Community Colleges
 - 11 Neighbourhood Centres
 - Detached Youth Work
 - Holiday Activity Programmes
 - Community Cohesion Programmes
 - An Excluded Pupils Project (3 Centres)
 - A Voice of Young People Unit that includes the Young People's Council

- A Counselling Service for Young People
- 1.10 In 2001-02 the Local Authority Youth Service worked with 4660 young people, of which 2950 were 13-19 year olds (10.34% of 13-19 year olds in the city). Figures for young people reached by Voluntary Youth Organisations that are supported by the authority are not currently available. In *Resourcing Excellent Youth Services*, a standard has been set to secure provision that reaches 25% of the 13-19 population which the service has set as its 3 year target.
- 1.11 Since the approval of the Youth Work Strategy, the local authority Youth Service has continued to strengthen its provision, building links with key partners and improved corporate working. The Council voted an additional £125k to the Youth Service, conditional upon this funding being targeted at disadvantaged wards. This additional resource is being used to ensure that there is accessible provision that is available for a minimum number of hours per week per thousand youth population.
- 1.12 The Youth Service has developed a service agreement with Student Support Service to contribute to the provision of full-time education for permanently excluded pupils at three Youth Centres.
- 1.13 The Service is also working closely with a range of partners, including voluntary agencies, on a range of Community Cohesion initiatives funded by GOEM under the Resolving Differences Building Communities Programme.
- 1.14 The Council has been successful in its bid to the Community Cohesion Pathfinder programme, which is being led by the Youth Service on the Council's behalf. It will be a partnership approach and will involve the following agencies:-
 - Leicester City Council; Leicester Racial Equality Council; National Coalition Building Institute; Council of Faiths; Voluntary Action Leicester; Leicestershire Council for Voluntary Youth Service; Connexions; Leicester Mercury; BBC Radio Leicester; Midlands Asian TV; Leicestershire Constabulary; the Schools Development Support Agency.
- 1.15 The Community Cohesion Pathfinder programme will work on four main programme themes, which are Conflict Resolution, Sports & Games, Drama, and Media. This Project and Phase 2 of "Resolving differences Building Communities", will see the beginning of a much closer corporate working relationship between the Youth Service and Cultural Services' strategy "Diverse City A vision for Cultural Life in Leicester.
- 1.16 Connexions were established in Leicestershire in September 2002 and the Youth Service is playing a full part in its development. Seven First Stop Shops are being set up in youth facilities across the city and a Personal Adviser pilot is about to be established to learn more about the Youth Service contribution to the new support service.

- 1.17 The Youth Service has worked with the Housing Department and Police on anti-social behaviour issues. A pilot project is in place in Netherhall and a protocol between the Youth Service and Housing Department has been drawn up to shape developments in practice across the city.
- The Youth Service is supporting a range of activities to develop the voice of young people. It was an active supporter of Faces in da Crowd; a youth conference held last summer and has involved young people, with National Coalition Building Institute, in a day of cross-cultural dialogue between young people from a range of ethnic backgrounds. The newly formed Voice of Young People Unit is bringing together the work of the Young Peoples Council and UK Youth Parliament with three new youth-led initiatives, which include the development of local youth forums, which will link with the Neighbourhood Forums being developed under Revitalising Neighbourhoods.
- 1.19 In December the Authority's Chief Executive will have received The School and LEA Funding in 2003-04: Guidance Letter No.2. The Government stated its position that improving and expanding Youth Services should be a priority for all authorities. It set out a number of changes to its funding of Local Authority Youth Services as follows:-
 - A separate Youth and Community sub-bloc, within the new system, worth nationally £513 million - an increase of 5.9% over 2002-03 funding (and an intention to make increases of a similar order in this sub-block over the following two years)
 - The formula is based on a Basic Amount per capita that is the same for each authority; a Deprivation Top-Up; an Area cost Top-Up that recognises variations in wages and business rates across the country; and other Top-Ups that address other cost pressures such as rural sparsity, density, visitors and commuters
- 1.20 The formula used to calculate this bloc, based on 13-19 population and a number of other proxies, produces a figure for Leicester of £4.067 million for the Youth and Community sub-bloc in 2003-04. This is to cover Youth Service, community education and spending on FE Student Support. The advice states: "since LEA's expenditure on this support has been declining for some years and is expected to continue to do so, this will mean that there should be scope within the new sub-block for a faster rate of increase in spending on the Youth Service".
- 1.21 The Government also makes its position clear in *Resourcing Excellent Youth Services* that improving and expanding Youth Services should be a priority for all authorities, and sets a target of "at least £100 per head of 13-19 population per annum (with additional funding for intensive work and disadvantage, including scarcity)". Based on the 13-19 population figure in the Youth Service Plan (2001 mid year census estimate), this would mean a budget of £2,851,000 (with additional funding for intensive work and disadvantage, including scarcity). The 2003-04 budget, approved by Council on 5th March 2003, is £2,177,558

It is proposed, as a result of the Lifelong Learning and Community Development Review and with an increased share of the Youth and Community sub-block, that the Youth Service budget would rise, in 2004-05, to at least £2,851,000 plus additionality for work with disadvantaged young people (as per recommended minimum standard just described above).

This growth will need to be found within the Education and Lifelong Learning budget and will be the subject of a further report to Cabinet.

- 1.22 The DfES/Connexions Unit publication: Resourcing Excellent Youth Services was launched by the Government Minister for Youth and Basic Skills on 18 December 2002. It outlined the strategic leadership role that local authorities should play and provides direction on the following key themes:-
 - The local authority's duty to provide a youth service
 - The secretary of state's powers of intervention
 - A Youth Service Plan agreed by members following consultation with partners
 - The contribution the youth service makes to government priorities
 - A local pledge of entitlement to young people
 - National standards of provision
 - Health and Safety requirements
 - Mainstreaming equal opportunities, diversity and community cohesion
 - Support and investment to voluntary and community based youth work
 - The Youth Work Curriculum
 - Targeted provision
 - Local authority planning and delivery of substantial increases in the resource and activity levels of their youth services
 - Clearly designed quality assurance processes
- At the launch of Resourcing Excellent Youth Services, the Minister was quite explicit in his description of the circumstances under which the secretary of state's powers of intervention might be utilised. He stated that these powers would be used where a Youth Service was, over time, deemed inadequate and insufficient and at the same time the Local Authority's funding had remained insufficient.
- **1.24** The final version of the Youth Service Plan will include a Transforming Youth

Work Plan. Two key developments in relation to the raising of standards and becoming a High Quality Service have been the appointment of a Staff Development and Training Co-ordinator and a Voice of Young People Development Worker. These represent a significant proportion of next year's Transforming Youth Work funding which is time-limited. In the Youth Service Plan it states that these posts should be seen as a priority for inclusion in the mainstream service budget, as additional funding becomes available.

2. Timescale for the Youth Service Plan 2003-04

2.1 The following is the timetable proposed - from the circulation of the first draft, to Government Office East Midlands (GOEM) and key stakeholders for consultation, to the production of the final version and its approval/signing off by Cabinet in March, when it needs to be sent back to GOEM.

9 January 2003	LCVYS Executive Meeting – consultation			
13 January 2003	First draft completed and sent to Government Office East Midlands (GOEM)			
16 January 2003	Circulate to wide range of stakeholders for comment including Delegates at 31 October 02 Conference (incl. Drug & Alcohol Action Team Education Senior Management Group Connexions Social Services Youth Offending Team Police Lifelong Learning & Community Development Staff Leicestershire Council for Voluntary Youth Service Voluntary Youth Work Organisations LEA Special Needs Teaching Services Cultural Services and Neighbourhood Renewal Services			
17 January 2003	LL+CD Extended Management Team			
21 January 2003	City Youth Workers Meeting			
22 January 2003	Education DMT			
18 February 2003	LCC Directors Board			
24 February 2003	Deadline for responses to consultation			
28 February 2003	Final version completed			
3 March 2003	Leaders Briefing			
19 March 2003	Education Scrutiny			
24 March 2003	LCC Cabinet for approval			
25 March 2003	Final version to GOEM			

3. Consultation

3.1 The Youth Work Plan draws upon the Youth Work Strategy, which involved a wide, formal process of consultation with stakeholders and partners in March 2002 with feedback incorporated before the final version was approved by the City Council in July 2002.

- 3.2 In October 2002 a consultation day, on the Youth Work Strategy, was held with young people drawn from the city's Young People's Council, UK Youth Parliament Members and members of the Connexions Shadow Board. They considered a number of themes that they felt were most important to them and provided valuable feedback on issues such as improving publicity and opening times of provision.
- 3.3 A conference was held in October 2002, on the Common Planning Framework and Youth Work Plans, planned by the City and County Youth Services, Connexions Chief Executive and the Chief Executive of Leicestershire Council for Voluntary Youth Service for a wide range of public services, voluntary sector partners and Connexions Service managers.
- **3.4** Of particular value were the discussions on cross-cutting targets and improving partnership working which will be discussed further in the context of the Connexions Service development.
- 3.5 This conference was held both to inform partners of the current position and to involve them in the process of producing the first plan under the new planning framework. It was agreed, with the 45 delegates that attended, that the first draft will be sent to them (and others not present), at the point that it goes to Government Office, and feedback to be given and incorporated before the final version is completed.
- The Principal Youth Officer has also been working closely with Government Office, which plays a high profile role in the co-ordination of Local Authority Youth Services with the development of the Connexions Service.
- 3.7 The Leicester City Council Youth Service Plan, for 2003-04, is informed by a comprehensive range of strategic, national and local priorities, the Youth Work Strategy and the learning gained from the above processes.

4 Financial & Legal Implications

Financial Implications

4.1 In 2002-03 the approved budget for the provision of the Youth Service was £2,094,597. The 2003-04 budget, approved by Council on 5th March 2003 is £2,177,558, which represents a 4% increase. The Youth Service Plan details how this budget allocation will be expended.

It is proposed, as a result of the Lifelong Learning and Community Development Review and with an increased share of the Youth and Community sub-block, that the Youth Service budget would rise, in 2004-05, to at least £2,851,000 plus additionality for work with disadvantaged young people (as per recommended minimum standard described in 1.21 above).

This growth will need to be found within the Education and Lifelong Learning budget and will be the subject of a further report to Cabinet.

- **4.2** Additional funding has been secured to support the plan
 - a) an application to the Neighbourhood Renewal Fund (Year 2) has been approved to establish a Widening Participation and Social Inclusion Project, described in the Youth Service Plan in section 4 (q). This is for a transitional period of 2 years (£35.8K in year 2 and £140K in year 3).
 - b) based on the funding received in 2002-03, it is anticipated that the Youth Service will receive about £51,400 for 2003-04, to meet its duties under the Special Educational Needs and Disability Act 2001. Fuller detail is set out in the Supporting Information
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- 4.4 The report includes changes to central government's funding for Local Authority Youth Services. Further reports will be brought to Committee when the implications for the Lifelong Learning and Community Development Division have been established.

5 Legal Implications

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

6.

OTHER IMPLICATIONS	YES/NO	Paragraph References within this
		report
School Improvement	Yes	1.2, 1.3, 1.6
Equal Opportunities	Yes	1.2, 1.5, 1.6, 1.7, 1.8, 1.9
Policy	Yes	All
Sustainable and Environmental	No	
Crime and Disorder	Yes	1.2, 1.7, 1.13, 1.14, 1.15, 1.17
Human Rights Act	yes	1.3, 1.5, 1.16, 1.18
Elderly / People on low income	No / Yes	1.2, 1.3, 1.7, 1.16, 1.17

7. Background Papers – Local Government Act 1972

- The Common Planning Framework for Local Authority Youth Services
- the School and LEA Funding in 2003-04: Guidance Letter No.2, sent to Local Authority CEOs
- the DfES/Connexions Unit publication: Resourcing Excellent Youth Services