

## **The Vale of Glamorgan Council**

### **Cabinet Meeting: 19th February 2018**

### **Report of the Cabinet Member for Learning and Culture**

### **Reshaping of Youth Services**

#### **Purpose of the Report**

1. To apprise Cabinet of the necessity to change the Vale of Glamorgan Youth Support Services in order to meet the expectations of the National Youth Strategy and the Welsh Government's Educated Other Than at School (EOTAS) Framework guidance for Local Education Authorities.
2. To enable Cabinet to take into consideration young people's recommendations for changes to youth provision in the context of the overall proposals for developing the Vale Youth Offer.
3. To seek approval from Cabinet to implement changes to the way in which the service is delivered and structured, subject to a period of engagement and consultation with staff, trade unions and young people.

#### **Recommendations**

1. That Cabinet approves, in principle, the proposals set out in this report relating to the way in which Youth Services operate ("the new Youth Offer"), including the development of partnerships with National Voluntary Youth Organisations and Community Groups and the implementation of associated staffing structures, as the basis for referral to Scrutiny Committee (Learning and Culture) prior to making a final determination.
2. That, subject to recommendation 1, Cabinet delegates authority to the Director of Learning and Skills, in consultation with the Leader, Cabinet Member for Learning and Culture and the Managing Director to:
  - undertake the necessary consultation and engagement activity as described in this report;
  - respond as appropriate to this engagement and consultation;

#### **Reasons for the Recommendations**

1. To enable the Council to take a strategic approach to the provision of youth support services for young people within the resources available and enable improvements in the quality and standard of provision of youth support services for young people.

2. To ensure the process of required consultation and engagement with Trade Unions, staff and other stakeholders is undertaken efficiently and effectively in line with Council policies and procedures.

## **Background**

4. It has been identified that the way in which Youth Services are provided in the Vale of Glamorgan (and Wales as a whole) needs to change. There are several drivers for this change.
5. Welsh Government are currently reviewing 'Extending Entitlement'. This document was the policy flagship for the establishment and implementation of statutory youth support services and intrinsic to the Learning and Skills Act 2000. The Act places a duty on the Local Authority Chief Executive to ensure there are appropriate youth support services on offer in their local area. The current review is focussing on the universal entitlement of young people to open access youth provision.
6. The Youth Service has recognised Welsh Government's recommendations in 'A Curriculum for Wales-Curriculum for Life', the 'Successful Futures' report by Professor Donaldson and the National Youth Work Strategy for Wales 2014-18 as major drivers for delivering youth services differently. These policy changes require the service to take a more collaborative approach and develop improved and enhanced relationships with schools and local youth service providers to develop a curriculum that will deliver a 'Pupil Offer'.
7. To do so, the service must increase its engagement with young people in schools, through the delivery of a range of support services for young people based on working with community groups and the use of commissioned services.
8. In 2015 a major consultation with 1750 stakeholders was undertaken to ascertain how they saw the service and what type of service they wanted in the future. Young people in the Vale of Glamorgan clearly specified areas of interest and barriers that prevent them from accessing services. The survey gave a clear picture of what young people would like from the service and added to a more in-depth analysis of need.
9. Whilst there is currently diversity in provision for young people, one quarter of young people said they were not aware of opportunities that currently exist and indicated that provision was not always available at the right times or was too expensive. Removing barriers and creating more flexibility such as a menu of activities available during weekends, school holidays and after school hours is crucial to the successful engagement of young people.
10. Young people also showed an interest in specific programmes. The top four areas of interest identified by young people were Duke of Edinburgh Awards, Sports Leader programmes, accredited programmes to gain qualifications or certificates and outdoor pursuits.
11. In addition, changes to the way in which the Local Authority manages and delivers its provision of education other than at school (EOTAS) has an impact on the priorities for youth services. Youth services are seen as key deliverers of EOTAS for the most challenging students and as a means of preventing young people from being excluded from school.
12. Overall, the 'Pupil Offer' must include accredited opportunities, beneficial outcomes and have a positive impact on young people and their communities. The way in

which the service is currently delivered, structured and supported will need to change to ensure this is in place.

13. Ensuring access to these two areas of support for young people will be of great importance and offers an opportunity to enhance the way in which EOTAS provision is delivered in the Vale of Glamorgan. In particular, this will lead to enhancing the linkages between youth services, education support services, youth offending services and the Pupil Referral Unit.
14. The current model is based on a small number of permanent full-time posts, with the majority of provision being delivered by a wide pool of staff who are employed on part-time contracts (typically 3-9 hours per week). The service has identified recruitment and retention issues associated with this model along with challenges related to the ability to provide consistency in service delivery. There is also a constant recruitment drive in place which is a burden on managers and administrators as a result. This report sets out proposals to meet the needs described above and the way in which these could be implemented.

### **Relevant Issues and Options**

15. The current Youth Service provision is presented under two themes, Targeted & Inclusion and Universal Access services. The Universal Access service employs 67 staff, operates 50 weeks per annum and delivers during weekdays, weekends and over the school holidays. The cornerstone of the service is the voluntary engagement of young people.
16. The current curriculum needs to be more challenging and varied in order to engage more effectively with young people. Universal services are on offer to young people aged 11-25 and are available on a voluntary basis, after school hours at traditional community based youth clubs, participation projects, holiday schemes and through project work. The service is delivered from community halls, schools and youth hubs across the Vale of Glamorgan. The service is predominately part time and offered after 6pm in three-hour sessions. The service is drop-in and is available to young people voluntarily. Young people attend when they choose to and as often as they wish. The purpose is to assist in the transition into adulthood and to provide a curriculum of personal and social education. This is determined by the Principles and Purposes of Youth work as prescribed by the National Youth Strategy ([Appendix A](#)).
17. The Targeted & Inclusion Service offers direct support to young people aged 11-25 who are identified as being involved in anti-social behaviour and are at high risk of becoming involved in crime. Support is also aimed at young people not in education, employment or training (NEET) or those identified at risk of becoming NEET, including looked after children (LAC). In addition, young people who are sexually active and young people who are struggling with school and behavioural issues also receive input from this part of the service. These young people are identified using an early identification tool and referred to provision by professionals in the education department, Youth Offending Services (YOS), Children and Young People's Services (CYPS) or Families First services. Targeted support is primarily used to support the Local Authority EOTAS provision.
18. Targeted provision is a more specialist and intensive support than that offered as part of the universal provision. Often the young people have complex and challenging needs and behaviours and are known to several statutory agencies. The service is mainly grant funded with established performance measures to achieve. The service area is very effective and meets all expectations from funders and the Council. The

service is largely responsible for the reduction in the numbers of young people who are NEET in the County.

19. The way in which both services are provided will need to change in order to respond to the new agenda for youth services.

## **New Operating Model**

20. Changes to the structure of the youth service will have the most impact on the universal aspect of provision. There will need to be changes to how staff work in order to support the quality and consistency of delivery. This will include improved recording of the impact and outcomes of the service and greater responsiveness to delivering services in line with the needs of young people. The service will support the Council Wellbeing strategy and become more supportive of schools and address local community issues. Welsh Government has recognised this model as one which drives up standards. By making such changes the Council can deliver an improved service and have a greater impact than at present.
21. A key aspect will be to use Youth Hub provision in eastern, central and rural locations by providing peripatetic youth teams. Youth Hubs will need to provide a consistent and quality youth offer based on the needs of young people. Youth Hubs will need to 'buddy up' with the local school cluster to provide a flexible learning opportunity which supports the school's well-being goals. The curriculum on offer must be engaging, exciting and provide experiential learning for young people enabling them to develop their personal and social skills and to meet their needs.
22. The Local Authority is mindful that the policy changes described above require further collaboration or commissioning of services with external service providers in order to deliver the enhanced 'Youth Offer'. A number of well-established voluntary sector providers have ceased to operate in recent years.
23. As a consequence, the new model outlined in this proposal will seek to build on the current areas of provision which are successfully commissioned or provided collaboratively with national voluntary organisations.
24. These include:
  - the Duke of Edinburgh's Award in schools which is managed under direct licensing arrangements with Duke of Edinburgh Award Wales;
  - Welsh language provision which is provided by Urdd Gobiath Cymru;
  - outdoor pursuit and sports leadership courses which are delivered in partnership with the Boys and Girls Clubs of Wales.
25. These contracts have proven to be successful initiatives which were identified as good practice when the Vale of Glamorgan achieved the Welsh Government's Bronze Award for Quality in Youth Work in Wales in 2016.
26. Opportunities will be explored to expand on these co-production arrangements and increase engagement with partners in delivering provision for young people, particularly in areas identified by young people themselves as areas of focus. Developing co-productive services in this way opens the door for future development of youth services by accessing funding from charities and grants from large organisations.
27. The Council will also seek to further develop youth provision with well-established local community groups. There are several community based youth clubs who have a

thriving membership with whom the service has a good working relationship. These independent community groups must be further empowered to sustain themselves without current levels of support from the Youth Service.

28. With support, these groups could apply for grant funding such as the Strong Communities Grant Fund. The service would work to support groups by providing peripatetic support from Youth Service managers, thus maintaining access to training, safeguarding and DBS checks. In addition it would be possible to share resources and access to mobile services. This would apply particularly to the less populated rural and eastern areas of the Vale. The principle of operation would be based on the way in which Community Libraries have been established in the Vale of Glamorgan.
29. Working in this way will require a change in the structure of the service with officers providing professional support and advice to work in partnership on a joint delivery model with external organisations. This would mean staff working to criteria established in negotiation with both organisations. An example of this model could be delivering community based youth leadership courses through the medium of Welsh in partnership with Urdd and other Welsh language groups.

### Resource Implications (Financial and Employment)

Current Staffing Structure:

30. The table below illustrates the current numbers of staff employed by the service. The total of 67 is inclusive of core positions and grant funded roles. Core funded staff who number 53 will be affected by this proposal.

	Full-Time	Part-Time	Total
Management staff core funded (less than 10% face to face contact)	2	0	2
Youth work front line staff (core funded) (10-100% face to face contact)	6	42	48
Youth work staff (externally funded) (10-100% face to face contact) (14 PT employees, but only 7 included as 7 have 2 posts within core funding, included in above)	6	7	13
Administration & Caretaker includes one grant funded and core staff	1	3	4
<b>Total</b>	<b>15</b>	<b>52</b>	<b>67</b>

31. The current youth service structure (refer to [Appendix B](#)) presents particular challenges in delivering a consistent service across the Vale of Glamorgan. Currently the service operates predominantly on the basis of staff contracts of typically 3-9 hours per week term time only. Several employees have multiple contracts for these hours at different locations/provisions. Other personnel are employed under a grant structure and these posts are vulnerable each year due to the streams of available

funding diminishing. Operationally, these facets of the staffing structure within the service are problematic for a variety of reasons which include:-

- issues in relation to recruitment and retention which inevitably lead to the maintenance of the service being resource intensive. By way of example, over the last 12 months the service has submitted 26 requests for recruitment to Human Resources;
  - difficulties in maintaining a continuity of service, particularly where there is unexpected absence or grant funding reduces; and
  - constant recruitment leaves gaps in skills and knowledge and the service is therefore in a continuous cycle of basic training to ensure it meets the Education Workforce Council registration expectations.
32. Presently, the service receives annual grant funding for projects from Welsh Government Youth Support Grant, Families First, European Structural Funds, Youth Offending Services, Children's and Young People's Partnership, Local Community and Town Councils. It is essential to ensure that should grant funding cease, the Youth Service can operate both Universal and Targeted & Inclusion services from within its existing Council budget allocation.
33. The Youth Service staff are employed predominantly on Joint Negotiating Committee (JNC) terms and conditions. This has implications for the operation of the service, specifically the amount of leave an individual is entitled to. This can vary between 35-40 days if employed full time. Part time youth workers have traditionally applied for roles under the Community Education and Youth Worker role which is referred to in the JNC terms and conditions guidance (Pink Book). Full time staff are referred to as Professional status. Youth Service employees currently work outside of the typical 9-5 working day and often cover projects at weekends. However, it should be some staff within the Service are currently employed under NJC terms and conditions which would likely continue in the new structure depending on the role and responsibilities associated with these posts.
34. It is proposed that the structure of the service be changed in order to alleviate the current stress factors under the existing structure. In order to ensure the services offered provide greater consistency in the delivery of the youth offer; improved outcomes and impact on the lives of young people and communities; improved opportunities to access external funding and an opportunity to seek business sponsorship.
35. It is proposed that the Universal section of the service will be replaced by a single Engagement Team consisting of one senior worker and eight staff. This team will deliver the "Youth Engagement Offer" to cover rural, central and eastern areas of the Vale. They would have a peripatetic role and cover several provisions in a working week. They would deliver the priorities of the Vale Youth Offer and support school projects ([Appendix C](#)).
36. These teams would have a management lead from an Engagement Officer who would support the curriculum and staff in their activities. Staff contracts would be offered for 25 hours per week for 39 weeks. Their role would be to deliver the youth offer in a particular geographical area, supporting local secondary schools with improving the well-being of students and providing young people with a route into experiential learning through engagement in personal social education opportunities. Employing fewer part-time workers and replacing these with staff on increased

contracted hours with specific performance criteria would create a more professionalised workforce.

37. The targeted service is largely grant funded and currently no change in structure or delivery is planned. However, this is dependent on levels of funding which, at time of writing have not been confirmed for 2018/19, therefore, levels of provision are at risk. In addition, as established areas of provision are funded externally the options for change are limited due to the criteria of the grant ([Appendix D](#)).
38. Two shared management roles will be established, to ensure continuity of operational leadership. One role for targeted provision and another for universal and performance management. They will operate a 5 tier system which will define need and identify which team and resources will deliver what provision. To do so will enable the service to provide provision appropriate to need across the County. An example of this approach is at [Appendix E](#).
39. The management positions will ensure that the core values of the Youth Offer are met, all staff have a professional and ethical approach to their work and that quality of provision is high.
40. Furthermore, to ensure continuity of collaboration between teams and services, a Wellbeing Co-ordinator post will be established which crosses over departments in the Learning and Skills Directorate to ensure wellbeing outcomes are coordinated and met. The post holder will ensure that young people who have adverse childhood experiences receive support and have a voice through the creation of youth action groups and fora for the most vulnerable.
41. There are also a number of children who receive EOTAS who are on the Child Protection Register. The advocacy and support of these children is essential to ensure that their educational needs are met. There is a need to have a cross directorate post which ensures these children do not become Children Missing Education (CME). The post of Advocacy and Support Officer will work closely with the directorate Safeguarding Officer, Looked After Children (LAC) teams, Youth Offending Service, Social Services and Education Welfare Service to ensure the most complex and challenging have a pathway into education. They will be required to attend Core Professional groups, case conferences and broker suitable provision for young people ([Appendix F](#)).
42. In addition, the service would wish to relinquish its use of Llantwit Major Youth Centre and base its provision elsewhere in the area. This building was declared surplus under a Cabinet review of assets (Minute C3347). This will reduce expenditure on rates, utilities and maintenance costs etc., resulting in a saving of £27,000. The proposals for this site will be reported to Cabinet in due course.
43. The service has ceased its lease with Penarth Town Council and its use of office space and works peripatetically in the area, saving £5,000.
44. The aim is to deliver the mobile service utilising grant funding. The service would seek to work with a partner to collaborate on the operation of the service at no cost to the Council but meet the needs of local communities and address issues of anti-social behaviour. We will explore an income generation project with external agencies to cover the full cost of this service. This would result in savings of £13,000.
45. The service has also reviewed its supplies and service costs and plan to reduce costs by a further £18,000.

46. If all savings and restructuring is implemented, savings will be achieved in the region of £63k. This will be achieved over 2 financial years due to the phasing of the implementation, and subject to the proposals of the Llantwit Major site being approved and delivered. This will be used to assist with funding issues within the directorate. The Youth Service budget over a 5 year period, has delivered savings of £182,000. With the additional savings outlined in the report, this budget will have delivered £244,801 savings in all.
47. These proposals would reduce the overall number of Council resource funded staff employed from 53 to 25 staff (inclusive of management and direct delivery staff). All staff would have a responsibility to deliver youth provision.
48. The new structure is intended to enable the sharing of skills and experience between projects (grant funded and/or core funded) to enable continuous improvement in the way services are developed and delivered. This will enhance the quality of the service and increase employee satisfaction.
49. Due to the nature of the proposals, there are integral human resource and employment relation implications associated with their implementation. The implementation of changes will require the continuation of a clear communication and engagement strategy with staff and the recognised trade unions. To ensure a consistent approach is adopted to implementing these changes, it is proposed that changes to the services are progressed in parallel following the timeline below which has accounted for staff and union engagement.
50. There are a number of senior management roles within the youth service team that will be deleted under these proposals. These are the Engagement and Progression Manager, Universal Curriculum Manager and Curriculum Development Officer. There will also be a reduction in senior youth worker posts and a significant number of part time roles.
51. The timeline has been designed to ensure that there is comprehensive engagement with staff and trade unions and that all statutory and local consultation requirements are met.
52. A summary of the timeline of key activities for the project is set out below:

<b>Key Activities</b>	<b>Description</b>	<b>Indicative Timescale</b>
Pre-Cabinet Preparation	Consultation with HR, Finance, DMT.	February 2018
Informal Trade Union/ Staff/Stakeholder Engagement	Information to trade unions. Meeting/Information provided to staff	February 2018
Initial Cabinet Report	Report to Cabinet. Cabinet Consideration.	February 2018
Engagement on the proposed new Operating Model	Scrutiny Consideration.	March 2018
Formal Trade Union and Staff Consultation	Meet formally with staff and Trade Unions. 30 day consultation (minimum) begins to include potential selection proposals.	March/April 2018



	End of consultation.	
Cabinet Consider Final Report	Cabinet Determination.	May 2018
	Following close of the consultation. Consider any applications for voluntary redundancies (as appropriate). Include stakeholders and partners in consultation process	April/May 2018
Consultation Evaluation	Evaluation of consultation feedback and proposals refined as appropriate.	May 2018
Selection Process	Matching and Selection process takes place. Outcome of selection process known.	May/June 2018
Avoiding Redundancy/Redeployment	Avoiding Redundancy/Redeployment procedures implemented as required.	May/June 2018
Notice Periods	Staff given redundancy notice (if required).	June 2018
Implementation of changes	Changes implemented.	August/September 2018

53. The timeline above provides for an opportunity to engage with Scrutiny Committee, staff and the trade unions on the proposed operating model prior to a final determination by Cabinet.
54. Subject to the final determination of Cabinet, full consultation will be carried out with staff and the relevant trade unions throughout all stages of the project.
55. The above timeframe provides an indicative project plan, which may be subject to change as determined by the response to the consultation and the outcomes of each key activity as set out above.
56. It is proposed that Cabinet delegates authority to the Director of Learning and Skills in consultation with the Leader, Cabinet Member for Learning and Culture and the Managing Director to conclude the implementation of the proposals, including the statutory consultation processes. As part of these consultation arrangements, the service will progress the proposals in accordance with the Council's agreed policies and procedures, in particular the Change Management and the Avoiding Redundancy policy and procedures. Where possible, opportunities to mitigate the displacement of staff will be fully explored through matching existing staff to appropriate posts or redeployment to suitable existing vacant positions within the Service and the wider Council.

57. The present youth service structure supports the JNC pay scales. This equates to an annual staffing budget in 2017/18 of £1,145,376. Salaries funded from the core budget total £721,331 with grant-funded salaries being £424,045. These figures are inclusive of administration and delivery staff ([Appendix G](#)).
58. The service has conducted a costs analysis of moving staff from JNC to 'single status' NJC terms and conditions which has required a job evaluation review. A review of current management positions has also been conducted. The review was to determine if a change from JNC terms and conditions to NJC would prove fruitful or have an impact of staff pay and conditions.
59. This review revealed that current youth work staff would fall at a mid-point in the NJC pay grades. This would mean that the service would have to find at least three years of additional incremental pay at the point of transfer in most cases. The leave entitlement would reduce, but the salary bill would increase. In addition, the requirement for staff to be registered under the Education Workforce Council established by the Education Wales Act 2014, requires all staff to have a minimum qualification before they become employed. Training requirements are established under JNC occupational standards and therefore to comply with the EWC requirements it is sensible to remain on JNC terms and conditions. Furthermore, for staff who are affected by the transfer from one set of terms and conditions to another there is a responsibility to implement a period of pay protection of up to two years. Should the restructure proposal be accepted on JNC terms and conditions salaries and on costs would comply with proposed budgets and predicted savings.
60. Due to the nature and scale of the changes proposed, provision for potential redundancy and pension payments is required. It is not possible to provide a precise cost as this will be dependent upon the individual members of staff involved.

### **Sustainability and Climate Change Implications**

61. The Council is committed to promoting sustainable development and our understanding of our duties under the Well-being of Future Generations (Wales) Act. This proposal demonstrates the Council's approach to sustainable development and the five ways of working introduced by the Act. In doing so, the proposal seeks to contribute to the national well-being goals established by the Act, notably a more equal Wales, a prosperous Wales and a Wales of cohesive communities.

### **Legal Implications (to Include Human Rights Implications)**

62. There are a number of legal implications, in particular, employment law implications, which arise from these proposals. Advice has been provided and will continue to be provided by the Council's Legal Services team.

### **Crime and Disorder Implications**

63. The Council does not envisage any crime and disorder implications in this proposal. The work of Youth Services contributes to the Council's overall role in reducing anti-social behaviour.

### **Equal Opportunities Implications (to include Welsh Language issues)**

64. An Equality Impact Assessment has been produced and will be updated throughout the course of this project. The Equality Impact Assessment can be found in [Appendix H](#).

## **Corporate/Service Objectives**

65. These proposals are consistent with the Council's Corporate Plan, Well-being Outcome 3: An Aspirational & Culturally Vibrant Vale. The proposals seek to raise the overall standards of achievement, and will contribute to the achievement of a number of actions contained within the Corporate Plan. These actions include securing improved outcomes for groups of learners at risk of underachievement, increasing the learning opportunities for disadvantaged individuals and vulnerable families, as well as reducing the number of young people not in education, employment or training.
66. The proposals are also consistent with the Council's Reshaping Services programme which seeks to mitigate the impact of reduced financial resources and increasing service demand by evaluating and adopting alternative forms of service delivery model to protect priority services.

## **Policy Framework and Budget**

67. This is a matter for Executive decision by the Cabinet.

## **Consultation (including Ward Member Consultation)**

68. As described in the body of this report, the timeline for implementing these changes has been informed by the desire and need to consult with various stakeholders in particular, engagement with the staff and relevant trade unions, all of which have been considered and incorporated within the proposed timeline.
69. It is recommended that Cabinet approve these proposals in principle, subject to the consideration of Scrutiny Committee (Learning and Culture) prior to making a final determination.

## **Relevant Scrutiny Committee**

70. Learning and Culture.

## **Background Papers**

Vale Youth Offer  
Successful Futures  
National Youth Work Strategy  
Extending Entitlement 2000  
Learning and Skills Act 2000  
Wales Charter for youth work  
Bronze Quality Mark for Youth Work

## **Contact Officer**

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