

SLOUGH BOROUGH COUNCIL

REPORT TO: Cabinet **DATE:** 14th March 2011

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PORTFOLIOS: Education & Children – Councillor Pantelic
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PART I **KEY DECISION**

INTEGRATED YOUTH SUPPORT SERVICES (IYSS)

1 Purpose of Report

This report seeks approval for the creation of an Integrated Youth Support Service (IYSS) and outlines the significant investment that Slough is making towards its children and young people. The IYSS will remodel the services currently provided by Connexions, the Youth Offending Team, Health Improvement Team and the Youth Service, to provide a more targeted and community based service.

This proposal is part of the Council's overall strategy to use the Council's assets and community buildings more efficiently as a result of reduced funding from central government.

2 Recommendation(s)/Proposed Action

Cabinet is requested to resolve that the proposal for creating an IYSS be implemented as detailed below and that the new service is phased in from 1st April 2011.

3 Community Strategy Priorities

- **Celebrating Diversity, Enabling inclusion**

Opportunities to access support provided by the IYSS will be available to all young people but will be strongly focused on the more vulnerable to ensure any issues they are experiencing are identified early and to enable them to participate fully in education and their local community.

- **Adding Years to Life and Life to Years**

The IYSS will support young people's physical health and emotional wellbeing by providing a range of services such as a counselling service, health advice and more specialist services such as support for substance misuse.

- **Being Safe, Feeling Safe**

The new service will safeguard young people by providing early support to avoid them requiring intervention from social care or other specialist services at a later date.

The IYSS will continue to have a strong focus on reducing crime and anti-social behaviour and will build on the successful track record of the Youth Offending Team in reducing young people's involvement in crime. The service will contribute towards young people's safety and the wider goal of safer communities.

- **A Cleaner, Greener Place to Live, Work and Play**

The street based teams will continue to make a contribution towards reducing anti-social behaviour including drug taking, graffiti and vandalism, keeping Slough cleaner and greener.

- **Prosperity for All**

The new service will focus on supporting young people in continuing their education and/or training and in gaining employment, contributing towards their future economic prosperity.

4 **Other Implications**

(a) Financial

The budget envelope for financial year 2010/2011 across the IYSS areas of work is £4.7 million, after taking into account the in-year reductions to the Area Based Grant. As a result of central government cuts, the cost of the new proposed Integrated Youth Support Service will be £3.56 million for financial year 2011/2012, including £0.86 million for the YOT.

The exact amount of YOT funding is dependent on confirmation of a number of YJB grants that have not yet been formally ratified. However, initial indications from the YJB are that there will be approximately £200k less for the financial year 2011/12, than has been previously allocated to the YOT. If these grants are confirmed as not being available at the level anticipated, a restructure of the Youth Offending Team may be required.

The reductions in funding are based on the £500k already agreed by Cabinet in September 2010, together with grant reductions announced as part of the Comprehensive Spending Review in December 2010.

The IYSS costs include an allowance for some staff previously employed by Connexions Berkshire who will transfer to Slough Borough Council (SBC) on 1st April 2011. There will be redundancy implications for the remaining Connexions staff team and under the terms of the contract these costs will be borne by Connexions and therefore do not represent a liability for the council.

These combined reductions amount to £1.14 million from the existing budget of £4.7 million that remains after the Area Based Grant reductions.

A zero-based budgeting approach has therefore been used to plan the new service, which will be funded through a combination of formula funding and the Early Intervention Grant. This grant does not provide new funding to the council but draws together a number of existing centrally-directed grants to support services for children and young people. The Department for Education brought together the previous grants, reduced them by up to 10.9% in total and allocated funding to each local authority, including previously identified funding for young people's services. The additional reduction in spend on young people's services will be used to commission early intervention services for all age groups.

The table below shows the cost breakdown across the tiers of need and average support costs per young person at each tier across the entire IYSS area including the Youth Offending Team.

Tier of work	Budget spend	Young people at this tier	Nominal cost per head
Tier 1: universally accessible services e.g. drop in centre, youth bus, volunteering	£770,600	13,000	£59
Tier 2: small group and 1:1 work with young people in need of some form of additional support including NEET	£845,400	1,500	£563
Tier 3: more intensive support for young people with more complex needs including mental health, disabilities, youth offending	£1,573,200	400	£3,933
Tier 4: specialist support such as Looked after Young People or young people subject to Child in Need or Child Protection plans	£374,400	100	£3,744
TOTAL	£3,563,600	15,000	Total budget is £237 per head

Note – The spend on Tier 3 includes all work with young people involved in the criminal justice system as well as wider work with their parents, victim support, reparation and other related activities.

(b) Risk Management

Recommendation	Risk/Threat/Opportunity	Mitigation(s)
To implement the new service from 1 st April 2011	If we do not divert resources away from most universal services we will not be able to provide the early intervention and prevention service that is required. This will lead to further increases specialist and expensive services.	The numbers of young people requiring specialist services will continue to be evaluated to ensure that the IYSS is reducing this demand by providing appropriate and effective early intervention services.

(c) Human Rights Act and Other Legal Implications

There are no specific Human Rights Act implications.

Due to the Connexions contract arrangements in place with the other Berkshire Authorities, there are likely to be TUPE implications and knock on effects from other liabilities yet to be determined.

(d) Equalities Impact Assessment

Historically the services that will comprise the IYSS have had a strong universal component via the delivery of Information, Advice and Guidance in schools and universal positive activities in youth clubs and other settings. The proposed new service will focus more resources on the most vulnerable young people in greatest need of support. An Equalities Impact Assessment is being carried out.

(e) Workforce

The initial proposed structure that will be effective from 1st April 2011 can be achieved with existing SBC staff and by transferees from Connexions who will all continue in broadly similar roles to their current job descriptions.

Workforce training is already underway to support staff changing to the new structure of working, to develop the specialist skills required to deal with more vulnerable young people.

Further reductions to staffing are expected during 2011/2012 and in the following years ahead. Slough's Education and Children's Services Directorate will commence the consultation and restructure of these posts once the new service is in place. In the first instance these will affect the current youth support worker and leader in charge positions that are filled by a mix of part-time and sessional staff. (See table on page 10 for a breakdown.) There are currently 37 part-time contracted staff in these two posts equating to 10.1 full-time equivalents and a further 3 full-time staff in similar roles that may transfer from Connexions.

The structure and staffing will be subject to further review, to meet the likely demand for future savings and to build on the impact of early intervention work. A further review of the remaining front-line posts (youth workers, youth offending workers and personal advisors) along with the support staff roles will need to take place during 2011/12 in time to be implemented during 2012/13.

5. Supporting Information

5.1 Vision

Slough will continue to have a strong offer of positive activities available to children and young people throughout the town, amounting to some 1,000 different activities each week. There are high quality leisure venues used heavily by young people such as the Bowling Alley, Ice Arena, Absolute Karting, swimming pools, gyms and playgrounds. The council will increase the amount of time the Youth Bus is delivering activities for young people and will also increase the activities of the Street Work Teams that can positively engage hard to reach young people across all areas of the town.

- 5.2 The emphasis for the reconfigured IYSS will be on providing targeted services to young people who have been identified as needing additional early support. These services will include theme-based one to one work and small group work addressing

a wide range of issues in local neighbourhoods. These targeted support services will take the place of the open youth club activities that are delivered in some youth centres such as in Haymill and Horsemoor Green. The Council's priority is to ensure that vulnerable young people in need of extra support are able to access appropriate services close to their home.

- 5.3 Initially, these services will mainly be delivered in existing youth centres. However, the Council is reviewing the use of community buildings throughout the borough which is likely to result in the closure of a number of venues and services to be remodelled and integrated into the community hub scheme. This has become necessary due to the commitment to prioritise services over buildings at a time of diminishing resources. The final decisions have not yet been made and are outside of the scope of this report.
- 5.4 Any closure of premises will be carried out in order to preserve the funding necessary to continue to provide services. As examples, Orchard Youth Centre has already been put forward for disposal and the Haymill Youth & Community Centre is reaching the end of its maintainable life. Given the current high running costs it is likely that Asset Management Group will also put forward Horsemoor Green in Langley for disposal. In contrast, it is likely that Manor Park Young People's Centre will be retained and its usage will be broadened to form one of the community hubs.
- 5.5 In each case when a venue is agreed for disposal, the Council will identify a suitable alternative site so that young people in that locality can continue to receive support in their neighbourhood. The Council is committed to ensuring services are available to young people when they need them and is exploring using alternative venues for providing these services such as the new proposed community hubs in Britwell and Chalvey, East Berkshire College, school sites, community libraries and leisure centres.
- 5.6 The consultation that is ongoing with young people is also highlighting potential community venues that young people would like to use as a base for services.

5.7 **Current Position**

At present, Slough Youth Service offers a range of universal services that are available to all young people, including evening and weekend youth clubs, positive activities and some holiday programmes, alongside a growing amount of targeted and additional support that is delivered one to one to vulnerable young people.

- 5.8 Slough also has a strong offer of positive activities available for young people delivered by a range of providers across the town. A detailed mapping exercise conducted during a randomly selected week in February 2010 listed 1,019 positive activities available to young people during that single week. These include; sport and leisure, DJ, IT, video editing, journalism, open youth club / centre and education / learning related activities. Many of these activities are currently and will in the future continue to be delivered by schools, the voluntary sector or commercial providers.
- 5.9 Youth Offending services provide dedicated support and challenge to all young people involved in the criminal justice system, with a focus on reducing the numbers of young people that offend and providing the support need to prevent reoffending. The Youth Offending Team delivers all of the statutory work with young offenders and their families as well as working with victims of crime and has a strong track record of reducing offending.

5.10 – Recent Developments

Over the past year, youth services have come under pressure due to the loss of Positive Activities for Young People (PAYP) funding in the area based grant, resulting in the closure of nearly all of the holiday programmes. Alongside this, the service has experienced significant growth in the referrals of young people in need of significant amounts of targeted individual support. Since August 2010 the youth service has picked up referrals for 166 young people in need of such support compared to only 20 referrals in the first 4 months of 2010/11.

- 5.11 The initial feedback from young people about the one to one support offered has been very positive. Those that have used the service have been pleased with how quickly they were able to access the support they needed and with the approach taken by youth workers. They have told us they would never have had the confidence to engage in communal leisure activities or to turn up at a youth club but the one to one support from a worker in a confidential setting has enabled them to turn their lives around.

5.12 Proposed Integrated Youth Support Service

The model of targeted early intervention that has been used as the basis for designing the new IYSS is based on research evidence that suggests it to be the most effective way of improving life chances for young people. Faced with diminishing resources, the proposed IYSS will deliver the fully integrated short term work with young people that has proved to be the most effective way of improving outcomes and prevent escalation of need.

- 5.13 Services open to all young people will still be available through the Youth Bus service and Street Based Teams for example, who can engage with young people out and about in different parts of Slough alongside the existing offer of leisure time activities delivered by other providers such as extended schools, community groups, sports clubs, Slough Community and Leisure centres or the private sector. There will be an increase in the range of support services available at the Drop In centre at SYPC on the High Street alongside the existing range of accredited courses that are funded from external grants.
- 5.14 The remainder of the IYSS resource will be focused on providing specific tailored support to young people who have been referred to the service. This will take place either one to one or in small groups and will use a wide range of youth and community venues across the town in order to be accessible to young people. Our consultation with young people suggests that help with education, employment and training is a high priority for nearly all young people who feel they may need some additional support. Other high priority areas are sexual health and relationships and general health and wellbeing.
- 5.15 Support for young people with special educational needs will be provided by the IYSS team. Information, Advice and Guidance will be available to all young people via the Drop-In Centre at SYPC and the young person's website. Young people who are NEET (Not in Education, Employment or Training) are a target group for referral to IYSS and will continue to be a strong focus for the service. This is a particular challenge in the current economic climate and the service will focus on providing young people with the right mix of skills and personal resilience to ensure their employability. Staff will continue to track NEET outcomes to measure the success of this approach.

5.16 A new all-age careers guidance service will be implemented from April 2012. During the financial year 2011/12 and 2012/13 the interim model will be one of nominated members of staff from IYSS linking with schools to ensure some continuity of careers information and guidance.

5.17 – Targeted Support

There are approximately 1,500 vulnerable young people aged 11-19 years (up to 25 years with special needs) in Slough. This is less than 10% of the total population in that age group. The core work of the IYSS team will be to provide 1:1 and small group support for these vulnerable young people. It will also provide more intensive 1:1 work for young people with complex needs that require specific care planned interventions. The support model is based on a referral using the Common Assessment Framework (eCAF) to assess need, and a Lead Professional who will plan and coordinate the support that is offered. For a young person's view of the service please refer to Appendix A.

5.18 – Young People's Drop In and Crisis Centre

Based at Slough Young People's Centre (SYPC) on the High Street, the service will be open seven days a week, generally from 11am-10pm, to provide access to a wide range of information, advice and guidance, covering everything from careers to sexual health to counselling. This will be available to all young people on a drop in basis. The centre will continue to be the base for some accredited courses that are funded by external grants for as long as the grant funding remains available. Young people could therefore be accessing the venue for a range of reasons which should avoid the risk of stigmatisation.

5.19 Many of the services offered by the drop-in centre will also be available via internet chat and dedicated websites for young people such as the continuing Connexions careers website and the existing www.sloughforyouth.com site.

5.20 In order to ensure young people are aware of the range of services on offer, the new IYSS model will be publicised widely via schools and other services accessed by young people and will be represented at a range of community events. There will be a re-launch of SYPC over the summer to continue to publicise the range of support services on offer.

5.21 – Street and Youth Bus Provision and Neighbourhood Services

There will be about 100 hours a week of mobile provision spread across all neighbourhoods in Slough. This will enable a responsive and flexible approach to emerging issues guided by police intelligence and neighbourhood groups. It will allow a proactive approach to engaging young people in services as well as reducing crime and anti-social behaviour where this has been highlighted as an issue.

5.22 Alongside SYPC on the High Street, this is an open access component of the service that will provide services to all young people. The youth bus will run on a varied schedule to ensure good coverage of the areas where young people congregate and will spend more time in areas with the highest identified level of need. Early analysis of referrals so far suggests the wards with the highest level of identified need are Britwell, Chalvey, Central and Farnham. The youth bus will offer some general drop-in services and will also signpost young people to more specific services where needed. Staff on the bus will also provide information about the wide range of positive activities that are available within Slough.

5.23 – Commissioned Activities and Voluntary Sector Support

Slough Borough Council in partnership with Slough Council for Voluntary Services, will commission services to support young people's volunteering and improve capacity within voluntary and community groups to deliver targeted support in the future. There are also external sources of funding available to voluntary and charitable groups wishing to deliver universal services such as youth clubs or other positive activities.

5.24 Slough Council for Voluntary Services (SCVS) will provide support to groups wishing to access such funding including information about available grants, submitting grant applications and accessing training and development programmes.

5.25 There is also funding allocated for externally commissioned services for referred young people. This is funding from the Early Intervention Grant that replaces funding previously available from Children's Fund and Positive Activities for Young People (PAYP). It will be commissioned in line with the Voluntary and Community Sector Funding Framework, to target the most vulnerable young people and will be accessed via e-CAF referral.

5.26 The Council is committed to working in partnership with the voluntary sector to increase the range of services that will be commissioned and work will continue during the first year of operation to build this up. The Council will deliver a phased transition of Tier 2 services to the voluntary sector as existing staffing levels are reduced within SBC and build up the skills of the smaller voluntary organisations to deliver this level of work. Slough Community and Leisure currently provide services to young people and they will also be able to bid to provide commissioned services in the future. Should some Connexions staff elect not to transfer to the new service on 1st April 2011, the Council would seek to replace this capacity by increased commissioning arrangements with voluntary and community organisations, particularly for the targeted support work that will take place in small groups in local neighbourhoods.

5.27 – Youth Participation and Cabinet

There is ongoing consultation with young people in order to continue to shape the new IYSS. Initial findings from the first 130 responses suggest the following:

- The most important factors for young people to get the support they want are friendly staff, confidentiality and an appropriate venue
- The issues young people most want support with are jobs and careers, sexual health & relationships, money & benefits and drugs & alcohol
- The times young people most want to access support are early evenings after school followed by Saturdays and during the school day
- Young people's first preference is for support in small groups, closely followed by 1:1 support
- Young people were asked about additional services they would like to be available. The responses covered a very wide range with the most popular answers being health and fitness and specific sporting activities including dance
- Of the survey respondents so far, half have needed to access some additional support at some time

5.28 All young people in Slough currently and in the future will continue to have opportunities to participate and make their voices heard, including the opportunity to join the Youth Cabinet, Children in Care Council or a School Council.

5.29 – Advisory Group

An Advisory Group is being set up to oversee a number of developments in young people's services, including IYSS, the Children's Trust outcomes for young people in Slough and the 14-19 Strategy. This group will include two secondary head teachers, two elected members, representatives from the voluntary and business sectors and young people. Their role will be to ensure that all opportunities to enhance young people's education, employment and future skills are included in the work being carried out through schools, colleges and organisations working with or for young people in Slough; and that employer representation maximises job opportunities and skills development.

5.30 – Staffing

The table below shows the proposed staffing of the service as of 1st April 2011. There is some uncertainty about the numbers of staff transferring from Connexions and what is shown is the maximum possible number of staff assuming all eligible staff from Connexions choose to transfer to SBC.

The overall reduction in staffing levels is 32% assuming all eligible Connexions staff take up the transfer offer.

Type of post	Current staffing levels across the IYSS areas	Proposed fte in IYSS from 1 st April 2011
Front line workers	67.4	57.5
Sessional front line staff	14	0
Managers	18.6	9
Support staff (caretakers, bus drivers, admin)	12.6	10.3
Total excluding sessional	98.6	76.8
TOTAL	112.6	76.8

5.31 – Accommodation

Currently, youth service staff that need office accommodation are based at the Haymill Centre. Youth Offending staff are based at Connaught House on the High Street. Connexions are based next to the Youth Offending Team.

5.32 There will be a need for limited office accommodation for IYSS staff. Connexions are taking responsibility for the High Street office, which has been leased for a period beyond the life of the contract with SBC. The Youth Offending Team will continue to occupy the Connaught House premises until a break in the lease in October 2012. Youth Service staff are considering alternative office accommodation to the current premises on the Haymill site. Slough Young People's Centre will be retained to offer the drop in service and a location for staff to work with young people needing targeted support. Future IYSS services will be mainly one to one and small groups and will therefore be able to use a wider range of suitable venues rather than the existing open youth club provision.

5.33 Specific decisions about the SBC property portfolio are outside the scope of this report and are being handled as part of a wider review by Asset Management Group. Pending the outcome of this formal review here is the current status of existing youth club venues:

- SYPC: being retained as the main High Street drop in venue
- Orchard: recommended for disposal, it is very close to both Manor Park and Rotunda which will be used as alternative venues.

- Haymill: there are plans for the regeneration of the site, services would be relocated to suitable venues on the Britwell given the high level of local need
- Horsemoor Green: current running costs are high and usage by local community other than young people is limited. We expect a recommendation for disposal and for services to be delivered at other local venues such as East Berkshire College, Langley Pavilion and the Leisure Centre.
- Manor Park: heavily used by young people and local community. Likely retention as a community hub.
- Rotunda: used during the day by the school but available in evenings for small group and 1:1 work
- Chalvey Youth Centre: building is let to Pakistani Welfare Association but we retain access for 1:1 and small group work in the evenings. May no longer be required once new community hub is available. Also have access to space at YMCA and a local church hall.
- Upton Lea: shared venue with the play centre. May continue to be used for some limited small group work but more likely will relocate to combine with work already being delivered at East Berkshire College or the West Wing.
- Cippenham: Weekes Drive has been used for delivering services but cost is prohibitive and venue not popular with young people. Currently covered by youth bus until a more suitable local venue is found.
- Colnbrook: currently covered by a mix of youth bus provision and ad-hoc use of local halls and schools.

6. Conclusion

This report has outlined the proposed model for a new Integrated Youth Support Service (IYSS) and the reasons for its implementation. These proposals are similar to those being developed by other local authorities across the country in response to funding reductions and the need to target services on vulnerable young people.

Cabinet is requested to approve the proposal for creating an IYSS and that the service is phased in from 1st April 2011.

7. Appendices Attached

- 'A' - Young person's view of the service
- 'B' - Service breakdown by Tier of Need

8. Background Papers

- '1' Statutory requirements for IYSS

Young person's view of the integrated Youth Support Service from 1st April 2010

How can I find out what is on offer?

The main drop-in centre is Slough Young People's Centre (SYPC) at 323 High Street near the Jobcentre. You can drop in without an appointment or call the centre on 01753 539 300. There are also some more specialised services running at this centre like the counselling service and for these you may be asked to make an appointment.

The young people's website www.sloughforyouth.com has information about positive activities available throughout Slough and also how to access any support you may need.

The youth bus will be out and about across Slough on a regular basis. It is a bright purple bus with a bubble design and the logo "Slough for Youth". It is easy to spot when it is out and about. You can check www.sloughforyouth.com to find out when it will next be close to your home or school. There are also street based teams of two or three staff on foot in various neighbourhoods in the evenings and weekends. Both the street based and the youth bus staff can provide information and advice on a range of issues and can explain about all the other support that is available.

There will be a specific worker from IYSS linking with each school. They will do things like presentations at school assembly so that everyone can hear about what services are available for young people.

What sort of support can I get?

IYSS can provide support with a wide range of issues and concerns. These cover careers advice, help with college or job applications, support with relationship difficulties, sexual health and substance misuse support just to name a few.

If you have a quick question about anything or want to pick up a leaflet or some information you can do this at SYPC or the youth bus. If you want more specific support you can join a group or arrange some one to one sessions with a worker.

You may also be formally referred for support by your school, your GP or another service you are working with. They will tell you they are doing this and get your agreement for the referral. Then one of the IYSS staff will get in contact with you to arrange a first meeting. This will be somewhere convenient for you like your school or a neighbourhood venue such as a library, sports centre or community centre. At the first meeting you and the worker will discuss what you want help with and agree a way forward. This will be written down in something called a CAF (Common Assessment Framework) and can be shared with other professionals if you want it to be so you don't have to keep telling people things.

The support that is agreed will depend on your needs and preferences. It may be something like joining a small group of young people wanting help with something similar, like job hunting, giving up smoking or getting fit. Or it might be some one to one sessions with the worker you have met to help you with a relationship or a sexual health problem; or it could be something like seeing a counsellor for a few sessions.

If you need to get support from more than one person, one of them will be named as your key worker. They will coordinate all the support you are getting and check in with you regularly to check it is working for you. You will have a say in who becomes your lead professional.

Service breakdown by Tier of Need

	Service Level	Description	Delivery model	Services
Tier 1	Universal Approximately 15,000 young people in total or 13,000 excluding those with additional needs at other tiers	Services which can be accessed by all young people	<p>Increase young people's positive contribution to their communities</p> <p>Provide a safety net for young people to access support without a referral</p> <p>Provide a method of dealing with anti social behaviour</p> <p>Provide signposting of services and positive activities</p>	<p>Drop In service at SYPC</p> <p>Youth Bus</p> <p>Street work</p> <p>Youth Cabinet</p> <p>Volunteering</p> <p>Dedicated youth websites</p>
Tier 2	Targeted Approximately 1,500 young people	<p>Services for young people who have an additional need for support</p> <p>Some examples are: NEET Emotional Health & Wellbeing Truancy School exclusion Anti social behaviour Special Needs</p>	<p>Small group work targeted at young people with emerging needs</p> <p>Support for young people to access Information Advice and Guidance</p> <p>Basic 1:1 support for short term issues</p> <p>Work in partnership with schools and universal services</p>	<p>Young people referred via e-CAF to receive support from IYSS staff</p> <p>Referral when needed to commissioned activities and support</p>
Tier 3	Intensive Young people engaging in risky behaviour or with complex needs Approximately 400 young people	<p>One to one support for young people based on assessed need and statutory responsibilities</p> <p>Some examples are: Care Leavers Mental Health Substance Misuse Youth Offending</p>	<p>Delivery model based on individual packages of support but more intensive than at Tier 2</p> <p>Individual support provided as part of a care plan</p> <p>Work in partnership with social care and other specialist agencies</p>	<p>Young people referred via e-CAF to receive more intensive support from IYSS staff</p> <p>Referral when needed to commissioned activities and more specialist support</p>
Tier 4	Specialist Approximately 100 young people	Residential accommodation for young people who are in care or custody or who have needs requiring them to live away from home	<p>Work in partnership with social care and other specialist agencies</p> <p>Commissioning required for specialist residential placements</p>	Actual placements are outside of the scope of IYSS although IYSS staff will provide support to some of these young people