

From: Mike Hill, Cabinet Member, Community Services
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To: Customer and Communities Cabinet Committee: December 2013
Decision No:
Subject: **Integrated Youth Services – Update on the new Service Delivery Model**
Classification: **Unrestricted:**

Past Pathway of Paper: Youth Service Transformation Board

Future Pathway of Paper: Not Applicable

Electoral Division: The County

Summary: This paper reports on the progress made with implementation of the new model for the delivery of youth work services in the county since January 2013. It sets out for the Committee a summary of the new delivery model, and provides an analysis of quantitative and qualitative performance for both direct delivery and commissioned services during Quarters 1 and 2 of 2013.14.

Recommendation(s): Members of the Communities Cabinet Committee are asked to:

(i) NOTE the positive progress that has been made with respect to the planned youth work transformation and the strength of the performance that has been achieved during the first two Quarters of 2013.14

(ii) consider and either endorse or make recommendations on the Cabinet Member Decision to proceed with the construction of a new Youth Hub for the Dover District, to be located in Deal – see Section 6.

1. Introduction

1.1 The purpose of this report is to provide information on the effectiveness, almost one calendar year after its launch, of the new model for the delivery of youth work services in the county which was implemented in January 2013.

1.2 Under the Education and Inspection Act 2006, Kent has a statutory duty to secure young people's access to sufficient educational and recreational leisure-time activities. The county has chosen to meet this duty through the new model for the delivery of youth work, following key decisions by the Cabinet Member for Community Services in January and May 2012.

1.3 The report details:

- the vision for the new model, its influences and the approaches that were used to support its development
- the structure of the new model, including the type and range of youth work provision available on a District / Borough basis
- the findings from the reviews undertaken of the performance of all youth work services during Quarters 1 and 2 of 2013.14, and the methodology that is being used to ascertain the level and quality of the provision now available to young people
- the progress that has been made by the Service in preparation for a new Youth Hub for the Dover District, to be located in Deal

1.4 The annexes include:

- District / Borough Youth Offer broken down by provider
- Attendances at youth work activities, by District
- Three case studies illustrating examples of good quality youth work provision
- An extract from a report published in December 2012 by the Minister for Civil Society, which cited the commissioning of youth services in the county as best practice

2. Financial Implications

2.1 The total budget for youth work in 2013.14, both direct delivery and commissioned, is £5.5m; this includes a commissioning element of £1.6million

The new service delivery model has delivered base budget savings of £900,000 p.a.

3. The New Youth Work Model – Links with Bold Steps for Kent and the KCC Policy Framework

3.1 The vision for the transformed youth work model is to support young people as they make the transition from childhood to adulthood. A strong universal service has been retained but where young people need additional support this is supplemented by targeted youth work interventions.

3.2 The model was shaped by “Bold Steps for Kent” and Members are asked to note:

- the development of a market within the county for youth work services (22 of the 23 providers of commissioned services are Kent based)
- the extensive consultation undertaken with young people, communities, partner organisations, youth service staff and elected Members at District / Borough and County levels.
- the ongoing commitment to the participation and involvement of young people in the design and evaluation of youth work services
- the universal access to youth services that enables young people from all communities in the county to participate

3.3 The Service will continue to develop the relatively limited current market for youth work provision in the period leading up to the next round of commissioning during 2015.16. A key objective for the new model is that the delivery of youth work in the county should become increasingly flexible and so more responsive to the needs and interests of young people.

3.4 The model has moved from being predominantly in-house to one which combines direct delivery by KCC with the commissioning of 23 organisations. It is geographically based on the twelve District / Boroughs of Kent to ensure that young people have the maximum possible local opportunities to engage in youth work activities. The commissioned youth work organisations are listed at Annex A.

3.5 Each District / Borough has the following elements:

- support for commissioned providers that includes training, quality assurance and assistance with curriculum development/delivery

- a directly delivered Youth Hub which is the focal point for co-producing the local youth work offer. Alongside youth work delivery, it provides co-location opportunities for key partners including the Kent Integrated Adolescent Support Service (KIASS), Troubled Families, Health (e.g. Public Health), Connexions (CXK Ltd) and youth justice.
- at least one Community Youth Tutor jointly funded with host schools, who delivers activities during the school day and youth work activities within the local community (including during school holidays)
- a directly delivered Street-Based Project that targets locally agreed sites with specific communities of young people
- commissioned youth work activities that are delivered in a range of locations

3.6 The following are managed at the county level in support of the District / Borough Youth Offer:

- Duke of Edinburgh's Award delivered via schools and youth projects
- Outdoor Education provision which is a significant income generator for the Service
- Kent Youth County Council, Young Inspectors / Mystery Shoppers – ensuring the voice of the young person is heard with regard to service development – details of their findings will be shared with Members on the day of the Committee as a new Annex E
- curriculum development, quality assurance and training
- the commissioning of “Young Kent” to provide infrastructure support to the wider voluntary youth sector in the county, including uniformed groups (e.g. Kent Scouts and Girlguiding)

3.7 This model supports and contributes to meeting each of the five priorities that are set out in “Every Day Matters”, the KCC Children and Young People’s Strategic Plan (April 2013). Youth work has particular relevance to:

- safeguarding the welfare of young people and to keeping them safe
- the delivery of early help and preventative interventions
- enabling young people to make a positive contribution to their communities
- raising the expectations and aspirations of young people for their futures
- the effective integration of services through the commitment to partnership working and the co-location of staff with those from other children’s services

4. Performance Measurement of the New Model

4.1 Integrated Youth Services (IYS) applies the same performance management framework for both direct delivery and commissioned services, using quantitative analysis and qualitative assessment processes. Each project and commissioned service has its own targets.

4.2 All youth work projects use the same information management system which enables them and IYS to monitor their activity. The Service uses this data to report quarterly on the number of:

- attendances by young people at youth work sessions – centre based, street based, school based
- recorded and accredited outcomes being achieved by young people as a result of their attendances, for example those participating in the Duke of Edinburgh's Award

The numbers of first time entrants to the youth justice system provides a useful context for consideration of the impact of youth work interventions either at a District / Borough or at a Ward level.

4.3 The observations of the quality of youth work practice are undertaken by professionally qualified staff within IYS. The findings from each observation are presented against five distinct dimensions. These are:

- **the context** in which the youth work is being delivered (e.g. the population attending, the state of the building, the access to it and the resources available)
- **planning** - the extent to which the activities have been planned and young people have been involved in the process
- **the quality of the relationships** between youth workers and young people and how the relationships are used to achieve positive outcomes for the latter
- **session delivery** – the skills demonstrated by the staff, the effectiveness of their use of available resources and the degree to which young people participate
- **outcomes** – evidencing the progress being made by the young people towards the objectives for the session or for the overall programme. This may include both recorded and accredited outcomes.

4.4 Since January 2013, IYS Officers have completed a formal observation of all youth work projects being delivered in house and of at least one project being delivered by each of the commissioned services. The possible outcomes (and their related scores) following the observation and assessment are:

- Outstanding (4) - work that is delivered well above minimum requirements
- Good (3) - work that delivers above the minimum requirements
- Adequate (2) - work that meets the minimum requirements
- Inadequate (1) - work that fails to deliver minimum requirements

4.5 A team of Young Inspectors has also been trained to assess the quality of practice, using a mixture of announced visits and “mystery shopping”. Their findings contribute a critical perspective to the evaluation of both direct delivery and commissioned youth work projects.

4.6 IYS conducts quarterly performance reviews with each of the commissioned services. These are informed by data sets relating to the level of activity, the outcomes achieved by young people, whether agreed targets are being met, and to the findings of assessments of the quality of youth work being delivered. The performance of each of the “directly delivered” IYS youth projects is also monitored quarterly.

4.7 Where performance is causing concern, prompt and robust management action has been taken to address issues and provide a clear timescale for improvement.

5. Performance of KCC Funded Youth Work Services, Quarters 1 and 2, 2013.14

5.1 The new model was mobilised during the final Quarter of 2012.13, and was fully implemented by March 2013.

5.2 The targets for the model during 2013.14, incorporated within the Service's Annual Operating Plan, are set out in the table below:

Service Area	Target for 2013.14	Targets for Quarters 1 & 2, 2013.14	Performance Quarters 1 & 2
Attendance – County	300,000	134,700	169,591
Attendance – Direct Delivery	160,000	76,000	87,951
Attendance – Commissioned Services	140,000	58,700	81,640
Number accredited outcomes awarded	4,000	1,350	1,788

(The figures above include all young people irrespective of age and accredited outcomes include Duke of Edinburgh's Award achievements).

5.3 The county performance recorded during the first two Quarters of the current year is stronger when compared to the same period in 2012.13 when the figures were:

- attendances: 130,784
- accredited outcomes 899

5.4 Details of youth work attendances/accredited outcomes are presented by District / Borough at Annex B.

5.5 A total of 106 visits have been made to youth work projects between 1 April – 30 September 2013 in order to observe and assess the quality of youth work practice. The table below illustrates the findings using the average scores (guidance is at paragraph 4.4), recorded by each dimension for each project type [with commissioned services grouped together].

Project Type	Context	Planning	Quality of Relationships	Session Delivery	Outcomes
Commissioned Services	2.6	2.2	2.6	2.2	2.0
Centre	3.4	2.9	3.4	3.1	3.0
Street Based	2.3	2.1	2.2	2.1	1.8
Community Youth Tutor	3.2	3.0	3.3	3.3	3.2

5.6 As a result of the above findings, the Service intends to focus its support for the youth work projects on skills development relating to the planning of youth work and achieving improved outcomes for young people.

5.7 Annex C includes case studies drawn from three different types of youth project, two of which are provided by commissioned services and another, detailing the work of the multi agency hub in Thanet, which is directly delivered by IYS. The studies illustrate the progress being made by commissioned services, the challenges for youth work and the benefits it can deliver to young people.

- 5.8 Annex D is an extract from a report, "Making It Easier for Civil Society to Work with the State", prepared in 2012 by the Minister for Civil Society which cited Kent for its innovative and inclusive commissioning model for the provision of youth work services.

6. Youth Hub in Dover District

- 6.1 Following the public consultation on the proposals to restructure the service delivery model of youth work provision across Kent, a Cabinet Member decision was taken on 12th January 2012 (decision no. 11/01698). This decision, supported by Cabinet, was to implement a new model of delivery which encompassed greater commissioning of services alongside a smaller directly delivered range of provision in each district/borough. A critical element of the directly delivered element is the provision of a Youth Hub for each district.
- 6.2 Further consultation was then undertaken with local County and District Council Members to identify the correct location for the Youth Hubs. The consultation with Dover District Council led to a joint commitment to develop a new building in Deal to act as the Dover District Youth Hub. This commitment was encompassed in a second Cabinet Member decision on 2nd May 2012 (decision no. 12/01866) which identified the location of Youth Hubs.
- 6.3 Feasibility studies have now been completed for the development of the new Dover Youth Hub in Deal and the project has been considered by the Strategic Property Asset Forum. The project was given 'approval to plan' by KCC's Property Advisory Group in 2012 and plans were drawn up for the site accordingly. The more detailed project plans were then considered by the Property Advisory Group for a second time in October 2013 and 'approval to spend' was given, based on total project costs of £998.4k. This approval has subsequently been ratified by the Leader.
- 6.4 In order to commence the work on the building of the new Dover Youth Hub the Cabinet Member for Community Services intends to make a Cabinet Member Decision to proceed with construction of the new facility, following the due process which has been described above. It is intended that this decision will be taken in December 2013 with an expected completion date for the project of January 2015.

7. Conclusions

- 7.1 The co-produced model for the transformed youth service is now fully operational and the overall performance of both commissioned and direct delivery services has been stronger in the first two Quarters of the current financial year than it was for the former Youth Service in the same period in 2012.13.
- 7.2 The key priorities for the Integrated Youth Service are to continue to strengthen the market for youth work providers, and to support improvements in youth work practice with respect to both session planning and the achievement of accredited outcomes.
- 7.3 In addition, the Service will continue to fully support the preparations for the full implementation, from April 2014, of the Kent Integrated Adolescent Support Service (KIASS). Youth work will be central to KIASS meeting its core objectives due to its direct support for young people, and the multi agency hubs in the Districts will enable services to be co-located and their staff to co-ordinate the delivery of interventions to young people and their families / carers.

8. Recommendations

- 8.1 Members of the Communities Cabinet Committee are asked to:

- (i) NOTE the very positive progress that has been made following implementation of the new service delivery model for youth work, and the strength of the performance that has been achieved during the first two Quarters of 2013.14
- (ii) Consider and either endorse or make recommendations on the Cabinet Member Decision to commence with the building project for the new Dover District Youth Hub in Deal.

9. Background Documents

9.1 The documents supporting the preparation of this report were:

- Bold Steps for Kent 2012.14
- “Every Day Matters”, the KCC Children and Young People’s Strategic Plan (April 2013).
- Kent Youth Service: Service Transformation Report (14.03.11)

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Commissioned Youth Work Organisations

ORGANISATION	OPERATING IN:
Sk8side CIC	Ashford
Connexions Partnership	Ashford, Dover, Maidstone, Sevenoaks, Shepway, Swale, Thanet, Tonbridge & Malling,
Kent Children's Fund Network	Ashford, Dover, Tunbridge Wells
Canterbury Academy	Canterbury
Walk Tall	Dartford
YMCA Thames Gateway	Dartford
Project Salus	Maidstone, Shepway
Dartford Borough Council	Dartford
South & West Kent College	Dover
The Gr@nd	Gravesham
Switch Youth Café	Maidstone
Charles Harrison Associates	Maidstone
West Kent Extra	Sevenoaks
Sevenoaks Town Council	Sevenoaks
Folkestone Youth Project	Shepway
West Faversham Community Assoc	Swale
Restoration Youth	Swale
Pie Factory Music Group	Thanet
St Andrew's Youth Club & Family Project	Thanet
Voluntary Action Within Kent	Thanet, Tunbridge Wells
Westgate Youth Project	Thanet
Platform 51	Tonbridge & Malling
The Beat Project	Tonbridge & Malling
West Kent YMCA	Tonbridge & Malling, Tunbridge Wells

NOTE:

Since Spring 2013, Connexions and Kent Children's Fund Network have formally merged into one organisation, and will be managing all commissioned work under one new organisation called CXK

Direct Delivery

District/Borough	Hub	School-based	Street-based
Ashford	Ashford North YC	Towers	Yes
Canterbury	Whitstable YC	Canterbury Academy Herne Bay Spires Academy	Yes
Dartford	The Bridge	Swan Valley	Yes
Dover	New Build, Deal	Sandwich Harbour Special	Yes
Gravesham	Northfleet YC	Thamesview	Yes
Maidstone	InfoZone	Skills Centre	Yes
Shepway	FIVE [formerly Café.IT)	Folkestone Academy Marsh Academy	Yes
Sevenoaks	Swanley YC	Knole Academy	Yes
Swale	New House YC	Isle of Sheppey Academy	Yes
Tonbridge & Malling	Tonbridge Youth Hub	Ridgeview Special Holmesdale	Yes
Thanet	Quarterdeck YC	Marlowe Hartsdown	Yes
Tunbridge Wells	TBC	Oakley Special Mascalls	Yes

In addition, the County Council has retained the delivery of a number of county-wide services for young people:

- Duke of Edinburgh's Award
- Youth Participation (including Kent Youth County Council)
- Outdoor Education Centres (located in Kent and North Wales)

Annex B

Youth Work Activity and Accredited Outcomes by District: Quarters 1 and 2 2013-14

District	Total Attendances (Q1&Q2)	Total Accredited Outcomes (Q1&Q2)
East Kent	54,922	376
Canterbury	23,872	191
Swale	15,108	67
Thanet	15,942	118
North Kent	33,223	131
Dartford	12,856	57
Gravesham	11,258	33
Sevenoaks	91,09	41
South Kent	49,410	289
Ashford	20,613	107
Dover	12,755	60
Shepway	16,042	122
West Kent	32,036	222
Maidstone	12,925	82
Tonbridge & Malling	8,205	82
Tunbridge Wells	10,906	58
TOTAL	169,591	1018

(The figures above include all young people irrespective of age).

Duke of Edinburgh's Award – Enrolments and Awards by District:

District	Enrolments 2013-14	Completed Awards 2013-14	Completed Awards		
			Bronze	Silver	Gold
East Kent	429	173	89	44	40
Canterbury	334	138	58	42	38
Swale	55	25	24	1	0
Thanet	40	10	7	1	2
North Kent	389	75	39	27	9
Dartford	143	21	6	8	7
Gravesham	148	30	22	6	2
Sevenoaks	98	24	11	13	0
South Kent	154	98	56	15	27
Ashford	75	21	10	3	8
Dover	42	69	46	11	12
Shepway	37	8	0	1	7
West Kent	594	410	325	65	20
Maidstone	168	109	63	40	6
Tonbridge & Malling	145	229	211	15	3
Tunbridge Wells	281	72	51	10	11
Other e.g. Scouts	1	14	3	3	8
TOTAL	1567	770	512	154	104

The above table shows all enrolments and completed awards since 1st April 2013. The awards completed cannot be compared to the number of enrolments as these are not the same cohort.

CASE STUDIES

Study A: Thanet Youth Hub: Quarterdeck

Context

Quarterdeck is the Integrated Youth Services Hub for Thanet, based in Cliftonville. It is open for youth work activities across 8 sessions each week (3 afternoons and 5 evenings). The Hub is also the location for KIIASS and other users. In addition, KCC IYS also has 2 Community Youth Tutors located in Thanet as well as a Street Based Project.

Key Social Challenges

There are many issues that the young people of Thanet face. Information and Advice is made available to all young people and signposting is a large part of what we do. Below are the key issues currently identified in Thanet:

Drugs and Alcohol - Themed evenings, where young people can explore issues in a secure and safe environment, Partnership with KCA, Information Boards, Questionnaires, promoting the other things they can do in their spare time.

Deprivation/Employability – ASDAN accredited employability skills are being developed in projects. These assist young people with all the essential skills that will help them when applying for work. Other accreditations such as the Duke of Edinburgh's Award are also delivered. Evidence from employers identify that they recognise the commitment required to achieve these Awards when recruiting.

Community Tension/Cohesion – Thanet has a very diverse community, particularly in Cliftonville. Celebrating Culture and Diversity is a very important part of our work. Annual Diversity Festivals are organised, along with 'Kick Racism out of Football' events. All projects promote and celebrate Black History Month, along with raising awareness of religious festivals to promote understanding and reduce fears.

We encourage young people to become active members of their communities and to develop skills via involvement in:

- Kent Youth County Council
- Senior Member Training
- Youth Advisory Groups
- Youth Action Community Groups
- Volunteering Opportunities
- Community Engagement Opportunities
- Youth Social Action Fund projects

Personal Safety – KYCC has led on a campaign that highlighted this area and the Centre has also focussed on e-safety.

Sexual Exploitation – This is a critical issue for young people in the area. Work with young women and young men is being developed across the district, along with initiatives relating to sexual health, building self-esteem and making positive choices. All projects also deliver C Card services.

The Engagement of the Eastern European Communities

A significant element of Quarterdeck's membership comprises young people from Eastern European communities. We build upon the common interests they share, such as football and music, and successfully use these activities to bring diverse communities together.

The degree of interaction with the other youth work (direct delivery and commissioned) initiatives in the District

The work of the Hub supports integration between youth justice and youth work, the preventative work of KIASS, and engagement with the Troubled Families programme. These partnerships are proving beneficial to the young people.

Study B: Riverside Youth Centre – Canterbury Academy

On January 7, 2013 we arrived at Riverside Youth Centre and got to work straight away with a programme of refurbishment of the upper floor to create a youth centre that would make young people feel welcome and wanted.

This was achieved by the end of March when we had a grand opening. At the same time we have worked hard to develop the pupil referral unit within the Centre into something that was of higher value to young people. This was done by developing it alongside an alternative curriculum programme for young people on roll with mainstream schools in Canterbury.

The concept is wraparound young people's provision from 8.00am to 9.00pm with education, vocational learning, information advice and guidance, therapeutic services and youth work all provided under the umbrella of one project.

The Centre is now in a position where young people benefit from this diverse provision whether they have been permanently excluded from school or as a preventative measure. Therapeutic services have been developed through the addition of KIASS, the vocational Construction Centre has been built, the new industrial kitchen is about to arrive, and five learning spaces have been established for top quality education.

Beyond this we are aiming to offer apprenticeships for young people in horticulture, sport, youth work, construction, catering and more. The aim is to offer apprenticeships while giving opportunity to others pre-16 that are learning vocationally. The vision is far from complete.

Partnerships have been developed with various agencies to provide support services and future developments include CAF writing provision, Kent Police having a clinic, a partnership with CXK, and the development of work experience and volunteering opportunities for young people. Beyond Riverside we have developed a very strong range of residential provision within lot four which has far exceeded the target for year one.

Urban and rural detached work was more difficult to establish because of difficulties in recruiting suitable qualified staff. However all lots are now fully staffed and we are delivering the full range of detached work both urban and rural, and supporting Canterbury College and Canterbury City Council with the delivery of the HOUSE project.

We firmly believe that the partnership of formal education and youth work brings results. We have demonstrated this for nine years at the Canterbury High School, now we are demonstrating it both in and for the community. Many young people in the future will benefit from this form of provision as it will prevent them from exiting education and will promote inclusion. We have far to go, but we believe that in this we have a sustainable model for formal and informal education to prevent exclusion and promotes achievement.

Study C: Sk8side CIC

Sk8side CIC is a new community interest company formed by previous part-time staff of Kent Youth Service who wanted to continue working with young people in Ashford following the Youth Service Transformation. The new company started delivering from Sk8side Youth Centre in mid-February.

Since then, things have moved at a very fast rate and we find ourselves, not only delivering a range of projects, but working closely with a number of partners.

160 young people have signed up as members and we have many more than that come in to ask for advice or to use the tuck and skate shops. We have a daily afternoon drop-in where young people come to relax and socialise or seek advice on a range of issues. In the evenings we have live music sessions and arts (facilitated by members); a family history session; we deliver two nights a week from HOUSE on behalf of Pipeline; we are setting up football – again run by members.

The skate store has proved a great vehicle for empowering young people and offering more formalised work experience; the weekly 'Skate & Create' session is used by members to expand a range of projects which are skate-related. They organised a skate residential in May half term and are working on producing DVDS and a newsletter.

Sk8side CIC has put work with NEET young people at the heart of the project. We have a weekly afternoon Work Club where – assisted by a worker from CXK – where we offer support in careers advice, assisted job search, CV building, help with application forms etc. We have set up the YES programme (Youth Employment Support) where young people with a difficult employment histories are given advice and support from a professional panel made up of representatives from CXK, JobCentre Plus, TBG Learning (training provider), Ashford Volunteer Centre and Sk8side.

We have a dozen young people signed up as volunteers and a few have undergone their induction training. Our volunteer scheme will operate on a number of levels – some of the younger members will help out in the shops and at events, whilst for the older group we are looking to set up a formal training package and are currently exploring apprenticeships.

The summer programme included weekly day trips to a variety of venues including the Tate Modern, Science Museum and Thorpe Park as well as days of water sports and rock climbing. Additionally young people, with support from the team, organised a summer event in South Park consisting of live music performed by members, arts and crafts, games, a BBQ, skate jam, as well as displays from a range of services.

We attend monthly meetings of the Community Safety Unit and the What Matters Forum. Sexual Health Nurses attend monthly, KCA, the young people's substance misuse service, run occasional workshops. There is a trained counsellor who offers a surgery for young people each week.

Making It Easier for Civil Society to Work with the State - Progress update (December 2012)

The above report was published by the Minister for Civil Society last year, and cited Kent as an example of best practice as a result of the approach used for the commissioning of youth services in the county:

Case Study: Kent County Council (KCC) - Youth Service – Innovative and Inclusive Commissioning

KCC has secured contracts with a range of civil society providers to deliver youth activities that respond to local needs and achieve savings. 128 diverse providers expressed interest, and 55 tenders were received, including from consortia of smaller groups collaborating together. 23 of the 24 organisations that successfully tendered were Kent based. Barriers for small organisations were removed by asking potential providers to complete a simple questionnaire to apply to join a dynamic purchasing system. In addition, 30% of the tender score was based on how the organisation would actively engage young people, incorporating social value.

Local members and young people were heavily involved in the process. 'Locality Boards', comprised of county and district members, used local knowledge to identify priorities in each district area and shape contracts accordingly. With help from young people, the Boards also evaluated tenders and influenced the allocation of available funding.