

Deposited Paper from Malcolm Horlock, Policy Unit
Referred to in Plenary, 2 November.

Gareth Jones – proposing amendment 2.

Finally, 'Extending Entitlement' must be welcomed as an approach unique to Wales and different to the Connexions service in England. Reference has already been made to that. However, I understand that the funding originally allocated to internalise the recommendations of 'Extending Entitlement' must now also fund the partnership framework. Perhaps the Minister could clarify that point.

What I understand is contrary to what was published in the report of the taskforce established by the Assembly to establish the cost of implementing 'Extending Entitlement'. ***It would be useful, in terms of transparency, to be able to look at the contents of the original report.*** Also, at present--and I listened carefully to what the Minister had to say about funding--the money allocated for Connexions in England is substantially more than the corresponding amounts in Wales.

Jane Hutt – winding up speech.

Funding is critical. Unless we put money behind this, as Gareth, Rosemary, Karen, Lorraine and others said, it will not bite. It will not have the impact that we want it to have. ***We will publish the original working party's report, Gareth. It will be placed in the Library and on the internet.*** We have £2 million available immediately for planning requirements this year to implement 'Extending Entitlement'. However, that is only a starting point. Other streams of funding will become available. It is quite separate from the money that will be available through the children and youth partnership.

Extending Entitlement

Report of the New Burdens Working Group

Membership of group : Peter Tyndall, WLGA; Ian Miller, WLGA; John Rose, WYA; Hugh Jones, Caerphilly CBC; Keith Thomas, Pembrokeshire CC; Jane Williams, Conwy CBC; Yvonne Burgis, City and County of Swansea; Stuart Neil, NAW; Keiron Thomas, NAW, Malcolm Horlock, NAW. Russell Dobbins and Sian Williams of the NAW attended the last meeting of the group.

Background

Sections 123 to 125 of the Learning and Skills Act 2000 empower the NAW to direct local authorities in Wales to secure the provision of youth support services for all young persons aged between 11 and 25 in their areas. The Policy Unit's report "Extending Entitlement" aims to inform the development of the NAW's policies for young people within the framework set by the Act.

The New Burdens Working Group (NBWG) was set up on 10th August 2000. Its remit was to attempt to quantify additional levels of financial provision for local government which would improve the present services available to young people in line with the recommendations in the "Extending Entitlement" report.

The key recommendation for the group's purpose is :

"Additional resources are needed to make improvements in the services currently provided to young people in Wales in order to move towards making a reality of the entitlement proposed above. The priorities for additional investment are :

- a. to strengthen the capacity in local authorities to support the broad partnership for young people in their area, with short-term earmarked start-up funds for local partnerships
- b. to strengthen the quality and reach of youth work in the statutory and voluntary sectors, to support quality, open access, generic youth work, to provide effective support and training for volunteers, and to develop information services".

(Paragraphs 1.8; 9.16)

The body of this report covers these two strands separately.

Summary of suggested levels of additional financial provision.

£ million

	<i>2001-02</i>	<i>2002-03</i>	<i>2003-04</i>
Corporate role	1.3	1.76	1.76
Strengthened youth service :			
Qualified full-time youth workers	0.938	3.75	5.625
Refurbishment of buildings	2.0	4.0	6.0
Other	1.0	1.0	1.0
Total	3.938	8.75	12.625
Overall total	5.238	10.510	14.385

Detailed workings

(a) **Local authorities' corporate role in support of local partnerships**

This will involve local authorities in considerable new work. For all young people in its own area, each authority will need, among other things, to :

- develop, support and maintain a strategy - embracing all services
- collect data about what is happening to the cohort of young people
- audit what is currently provided – by both the statutory and voluntary sectors, identifying gaps and overlaps
- pull together the various partners, as well as linking to existing partnerships (eg Yots and CCETs)
- engage with young people and manage their involvement
- produce information about what is available for young people.

The Chief Executive of the City and County of Swansea (Mrs Viv Sugar) had been a member of the advisory group which had helped to steer the Policy Unit study. Given that she was familiar with the thinking which lay behind the "Extending Entitlement" report, the NBWG agreed that her department was probably best placed to estimate the extra costs which would fall on local government in fulfilling its role outlines above.

It was estimated that, excluding the extra demands made on the time of the Chief Executive, the Director of Education and the relevant committee clerk,

this would require four dedicated officers – a Co-ordinator, a “Young Persons’ Development Officer, an administrator and a clerical/word processing officer. The annual cost was estimated to be around £80,000.

The group considered and accepted this estimate and concluded that this level of increase would be necessary in each authority. The group were clear that neither the size of the authority nor the client group (the number of young people in the area) are relevant to the calculation in that the central organisational demands will be no less in the smaller authorities than in the larger.

In aggregate, therefore, the 22 unitary authorities in Wales would require £1.76 million in each year to set up and support the partnership needed to support young people in their areas.

The NBWG agreed that, in the long-term, the additional provision should be allocated to local government through the un-hypothecated Revenue Support Grant mechanism. For the short-term, however, it was agreed that there should be a three-year specific grant to kick-start the new role.

Given the need :

- for the NAW to consult widely on the Extending Entitlement report and to consider the results of that consultation, and
- for local authorities to decide the exact nature of the posts best suited to their own management structures and to recruit accordingly,

it was agreed that it would more realistic to assume that, on average, the full corporate costs will come on stream in July 2001 than in April 2001.

This suggests a financial profile of :

	£ million		
	2001-02	2002-03	2003-04
	1.3	1.76	1.76

(b) Strengthening of youth work in the statutory and voluntary sectors

The group undertook two separate exercises.

1. First, *it attempted to assess the costs of a complete and comprehensive youth service* which would cover both (i) universal services available to all young people and (ii) targeted youth work. This was done to provide some background to the scale of the financial problems facing the service. Four authorities (Caerphilly, Conwy, Pembrokeshire and Swansea)

engaged in this work. These studies covered both rural and urban areas, and a geographical range of north, west and south Wales.

The costings were done independently. They represented assessments of the full costs of a comprehensive youth service. They subsumed the existing provision by the statutory Youth Service but excluded what the voluntary sector and any other relevant agencies are already doing in each local authority area. Any perceived additional needs of the voluntary sector were included in the costings.

Each of the four authorities provided the group with their detailed workings and supporting material. In aggregate the four contributions filled 54 pages which, because of the sheer volume, have not been appended to this report. The group was however very grateful to the four local authority representatives for the considerable effort which they had invested.

The results for each authority were then extrapolated to a national total by means of the indicative distribution formula used for the Children's and Youth Partnership Fund; together the four authorities represent over 22% of the total for Wales. The results for three authorities pointed to a national requirement of about £100 million per annum, with the remaining authority's calculations pointing to a figure nearer £60 million. The view of the NBWG is that this disparity was due to the very active involvement of the voluntary sector and other agencies in the fourth area.

No firm figures are available, but it is estimated that current spending on these services (including inputs from the Youth Access Initiative and the Children's and Youth Partnership Fund) is no higher than £20 million per annum.

The group concluded that, even taking full account of the contribution made by the Youth Access Initiative and the Children's and Youth Partnership Fund, the existing provision would need to be enhanced by upwards of £40 million per annum to get near a complete and comprehensive system of support available to all young people in Wales.

2. Second, *the group focused on the main priority areas* for additional investment :

A. More qualified full-time youth workers.

The group began by considering full-time staffing levels in the past. In 1990, there were 300 full-time youth workers in the statutory sector.¹ Although figures are not available for full-time leaders and organisers in the voluntary

¹ Howells, M (1993) "Initial Training for Part-time Youth Work". Unpublished PhD Thesis, University of Wales College, Cardiff.

sector during 1990, there were some 380 in 1984.² That is, ten years ago there were in the region of 680 full-time workers in the combined statutory and voluntary sectors. By far the majority of the workers in the statutory sector were financed by local authorities.

The Wales Youth Agency has recently conducted an audit of the statutory youth service. This audit suggests that there are about 150 full-time workers in Wales now, although this figure includes officers in authorities who have no direct contact with young people. Financial support for voluntary sector workers is now virtually non-existent.

Even allowing for the fact that some voluntary sector workers are being supported on a short-term basis by European funds and by Lottery funding, the level of full-time youth workers in both sectors in Wales ten years ago was almost certainly probably at least 400 higher than it is today.

OHMCI and Estyn reports have reported in the recent past on the resulting imbalance between full-time and part-time staffing levels and on the overall inadequacy of resources :

"In meetings with the senior management of LEAs, many officers acknowledged that the resources allocated for youth services were insufficient to achieve the objectives of the youth service and there was little prospect of securing improved levels of funding in the short term in all services there is substantial use made of part-time youth workers but many services rely too heavily on part-time staff in many centres there are insufficient staff to provide adequate cover or a sufficiently broad range of expertise for the development of appropriate curriculum opportunities for young people Key issues for action : reconsider the balance between full-time and part-time staff ensuring sufficient staff are available to engage directly with young people."

("Standards and Quality of Youth Work in Local Authorities in Wales", OHMCI 1998 – pages 17,18 and 29)

"The financial resources for youth and adult education are rarely enough to provide adequate levels of services and a significant number of authorities are not meeting legal requirements."

("Education Services in Wales. Estyn Annual Report 1998/99".)

"There remains an over-dependence on part-time staff in the youth service. Many authorities continue to lack staff with non-contact time who can engage in the development of strategy, establish partnerships, manage quality and develop curriculum and other areas of work".

("Adult Education and Youth Services", Estyn 1999 – page 18.)

² A "Position Report" of the Further Education and Youth Service Association of Wales, published in 1986.

The group believe that it is desperately important to increase substantially the number of qualified full-time youth workers in both the statutory and voluntary sectors. Taking account of the estimated shortfall of 400 simply to get back to staffing levels 10 years ago, it proposes that an additional 300 posts should be provided over four years. A suggested profile of extra workers in place by each 31 March is : 100 in each of 2001-02 and 2002-03 and 50 in each of 2003-04 and 2004-05.

The group are confident that 100 full-time workers could be recruited within the first 12 months of the strengthened youth support service. They point to the significant number of qualified workers who are currently working on a part-time basis or who are employed in other professions or the voluntary sector (usually on very short-term contracts) but who would be attracted by long-term full-time positions in the youth service.

Recruits who are not already fully qualified, would receive further on-job training. The WYA have already agreed with the HE sector that they (the HE) are able to provide 100 units of training per annum.

The typical cost of a JNC-qualified worker, including on-costs (National Insurance, superannuation etc) but excluding management and T&S costs, is about £25,000 per annum. This points to the following arithmetic :

	2001-02	2002-03	2003-04
Number of workers	100	100	50
Additional full-year cost @ £25,000 each	£2.5 million	£2.5 million	£1.25 million
Because recruited throughout year (ie assume half cost in first year) :			
Start during 2001-02	£0.938 million ³	£2.5 million	£2.5 million
Start during 2002-03	-	£1.25 million	£2.5 million
Start during 2003-04	-	-	£0.625 million
Total	£0.938 million	£3.75 million	£5.625 million

³ Given the likely consultation period for the "Extending Entitlement" report, the need for subordinate legislation and the local authority recruitment process, the profile of spending for 2001-02 assumes a first-year effect of only 75% of that in other years.

Several case studies were provided to the group showing what full-time youth workers typically achieve. One of these (analysing the early impact of two detached youth workers in Townhill, Swansea) is appended as an annex.

The group agreed also that increases of the scale indicated above would mean that provision could be made for young people all the year around and not, as now, often only during school term time. It would also increase dramatically the number of days and hours when facilities could be made available. It was pointed out that, out of term time, young people very much preferred day-time activities and usually of an outdoor nature.

B. The refurbishment and maintenance of buildings.

The group believe very strongly that there is a great need for the refurbishment and maintenance of existing buildings. This is supported by :

- the strong view expressed by young people during the consultation which informed the Extending Entitlement report, namely about “the absence of appropriate facilities”;
- the "Youth Service Provision in Wales" report in 1984 (Education Survey 13) highlighted the very poor standard of facilities then. Since that time, the standard has deteriorated even further.
- the very low level of capital investment in recent years. Statistics provided by local authorities to the Welsh Office/NAW suggest that this is typically no more than £0.5 million.
- the 1999 Estyn report “Adult Education and Youth Services”, which noted that “in the case of youth work, whilst there are notable exceptions, many buildings do not meet the need of contemporary youth provision or are poorly maintained”, page 18.

The group felt that the need for the refurbishment of existing premises was greater even than the need for new buildings

Between them, the four authorities represented on the group own 44 premises used for youth work. The vast majority of these are either very old (100 years or more) or built during the 1960s as part of the then Government’s response to the Albemarle report. Almost all are in very poor condition and are getting progressively worse. The vast majority also lack access for the disabled and raise serious health and safety concerns.

The combined figure of 44 premises for the four authorities suggests a national total of 200 or more.

Members of the group quoted detailed estimates for refurbishment of between £50,000 (for a small “terrapien”, de-mountable structure) to upwards of

£200,000 for a larger property. The group felt that an average unit cost of £100,000 would be reasonable.

That is, the cost of fully refurbishing all youth work premises in the Principality could well be upwards of £20 million.

The group suggests that increases of £2 million, £4 million and £6 million for the current budget period would demonstrate that the NAW were in earnest about doing something to improve the facilities available to young people. If the additional provision of £6 million in the third year was run forward into future years, the existing youth work facilities in Wales should be brought up to a decent standard in about 5 or 6 years time.

This would, however, leave unaddressed the need for new facilities in areas where none exist at present and which authorities will undoubtedly identify when they undertake full mapping exercises for their areas.

The group considered a case study from Pembrokeshire which highlighted the kind of benefits which follow from improved facilities. The study pointed to increases, both in terms of numbers of young people which attended and, perhaps more importantly, in the average age of the young people. The case also demonstrated that young people respond to an environment which shows them that they are valued. Experience showed (and members of the group were able to point to many more examples) that decent, properly equipped and furnished premises are respected by young people and suffer little or no vandalism.

C. Other priority items of expenditure

Although a significant increase in the number of qualified full-time youth workers and the refurbishment of buildings are regarded as the very highest priority, there are many other items of expenditure which merit high priority also. These include, as examples only, the provision of minibuses (to allow safe journeys for young people in *urban* areas and to provide access for young people in *rural* areas), mobile units, IT facilities and information materials for young people.

The group believes that an annual provision of £1 million (on average less than £50,000 per authority) is the least that should be made for such items.

Finally, the group wanted to stress that investment in the youth service areas suggested would :

1. go some way towards providing young people in Wales with the support to which they are entitled

2. help provide a response, appropriate for Wales, to the new Connexion service in England
3. represent very good value for money by :
 - (i) opening the door for many more young people than is possible at present to access opportunities for personal and social development, which will promote independence, employability, personal responsibility and healthy lifestyles, and
 - (ii) resulting in fewer young people being forced to hang around in streets and shop doorways, which is detrimental to them and to others.

15 September 2000

Annex

TWO FULL TIME DETACHED YOUTH WORKERS TOWNHILL, SWANSEA

FROM JANUARY 2000

WHAT HAS BEEN THE IMPACT?

Empowerment

- A young people's group (YPG) has been established, eight young people (15-17 year olds) meet regularly and have been assisted in applying for funding to the Princes Trust and the Millennium Commission. To date the YPG has secured £16,900.
- Two members of the YPG sit on the wider community forum, known as the Urban Partnership Group, to represent the views of their peers.
- Work placements, within the Detached Youth Work Project, have been set up for four New Dealers.
- The New Dealers have been supported in running a five-week Summer Activity Programme for young people in the area.
- One of the New Dealers will be undertaking youth worker training (Certificate level) later this Autumn.

Advocacy

- Young people have, by virtue of being young, been traditionally (and consistently) denied access to the Community Centre and the Church Hall by Voluntary Management Committees. The Detached Workers have negotiated access to the Church Hall on two evenings per week during the past three months, on a trial basis (so far so good) and are now tackling the use of the Community Centre.

Citizenship

- Young people recently organised an Afternoon Tea event for local pensioners to coincide with the Queen Mother's 100th birthday. They prepared and served the refreshments and provided the entertainment. It was an important inter-generational initiative.
- Facilitating Social and Life Skills workshops for pupils in the local comprehensive school.

Engagement

- Street work in the area has initiated contact with more than 100 local young people, started the process of building relationships and begun to get information circulated.
- Through this street work on a regular basis issues have emerged with regard to the way young people feel about their community and about themselves. Feelings ran high when the old youth club was demolished to make way for a new Enterprise Centre. Racism is an issue of concern in the area. Asylum Seekers are about to be moved into void housing stock. These youth workers spend much of their time talking and listening.
- Accompanying young people to conferences, two days in Liverpool (subject: Community Regeneration) and a week in Atlantic College (subject: Young People and Europe) is a means to broaden horizons and form useful contacts. The next step will be supporting young people in organising a youth exchange with Belgium.

Liaison and Networking

- Involving the local Police Liaison Officer in the street work.
- Making youth work "visible" by meeting and talking with a range of groups and organisations.
- Contributing to the wider Youth Service.

September 2000

