



House of Commons
Education Committee

Services for young people

Third Report of Session 2010–12

Volume II

Oral and written evidence

*Additional written evidence is contained in
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The Education Committee

The Education Committee is appointed by the House of Commons to examine the expenditure, administration and policy of the Department for Education and its associated public bodies.

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An expanded version of Ev w136 (Federation for Detached Youth Work)

Oral evidence

Taken before the Education Committee on Wednesday 26 January 2011

Members present:

Mr Graham Stuart (Chair)

Neil Carmichael	Charlotte Leslie
Nic Dakin	Ian Mearns
Bill Esterson	Tessa Munt
Pat Glass	Lisa Nandy
Damian Hinds	Craig Whittaker

Examination of Witnesses

Witnesses: **Fiona Blacke**, Chief Executive, National Youth Agency, **Charlotte Hill**, Chief Executive, UK Youth, **Liam Preston**, Young Chair, British Youth Council, and **Susanne Rauprich**, Chief Executive, National Council for Voluntary Youth Services, gave evidence.

Q1 Chair: Good morning, and welcome to the first evidence session of our inquiry into services for young people. I'm delighted to have the four of you with us today, setting the scene for further evidence sessions. I'm delighted to say that a huge number of pieces of evidence have been submitted to us. I think we're at 240,000 words and counting, so quite a lot of views have been put to us. We're quite informal here and will use first names if you're all comfortable with that. May I start by asking you to tell me one hope and one fear you have for youth services at the moment? Who shall I pick on first? Fiona.

Fiona Blacke: My hope would be that, in the new context, we find a way of delivering a comprehensive offer to young people in every part of England. That would include high-quality youth work as well as a range of activities. My fear is that the rapid cuts that are being made at the moment are diminishing the capability of the sector both to grow from the bottom up and to continue.

Charlotte Hill: My fear is that we're going to lose some really excellent people in these cuts. A lot of our members and a lot of the people who work with young people are losing really good staff in the short term, so my fear is that we'll lose some excellent youth workers. My hope is that we're able to keep some of the really great universal services that stop the need for the targeted services—that we don't lose those universal services and just go down the route of targeted services.

Susanne Rauprich: My hope is that, in a challenging situation, the creativity of people delivering the service will prevail and we will come up with some really interesting, different ways of delivering services that we've become used to—accustomed to. My fear is linked with the staggeringly high unemployment rates of young people and the fact that without supportive wrap-around services for young people, to help them through this challenging time, we will have a generation of young people with very little, and devastating, prospects.

Chair: Yes. It could be said we already have that.

Liam Preston: My hope is obviously that we don't lose a generation of young people who feel that every

opportunity that their peers have had before them seems to be taken away from them now. I hope that doesn't continue. Cuts to the youth sector and youth services are another reason why young people at the moment really feel that they're getting a hard time. That's one of my fears. My hope is that we're able to resolve that somehow.

Chair: Thank you. After that brief warm-up, I'll move on to Bill.

Q2 Bill Esterson: First question: what would you say is the purpose of providing services for young people? Is it simply to divert them, as some would say, from misbehaviour?

Charlotte Hill: It's an incredibly depressing outlook if that's really what people think we're here for.

Bill Esterson: Hence the "some would say".

Charlotte Hill: Absolutely. I think if you ask people out there who are working with young people, they'll say they are doing that because they want to give young people every opportunity they can to experience as many things as they can, to realise their potential, to go out and achieve as much as they can, and to get all the learning outside the classroom that they can as young people. The idea that youth services are just about stopping young people becoming criminals is a really depressing outlook.

Fiona Blacke: I would like to add to that. I think that youth work in particular is a deliberative educational approach that has its own pedagogy and professional base. Every one of us at this table could tell you transformational stories about young people, particularly marginalised young people, who have engaged with youth workers in a positive way. So there is a part of youth work that is both protective and diversionary, but it is more than that. It's a bit like saying that schools keep young people off the streets for six hours a day.

Susanne Rauprich: The problem is with the narrative. It is much easier to defend a discipline that seems very difficult to understand among those who are not effectively engaged with it. Therefore, the narrative has always been around prevention and diversion and so on. These are absolutely useful aspects of it, but

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they only work because there is a universal underpinning of the services that are provided, and because there is a whole-person approach, so that it is positive, encouraging, challenging and all those things, as well as diverse.

Liam Preston: Young people value these services immensely, and it is not just about keeping them off the street. These are valuable tools that they are able to do after school and on weekends. For them, it is an important aspect of their lives. It is not just about keeping them off the streets or out of crime.

Q3 Bill Esterson: Moving on to the right balance between universal and targeted services, you made the point, Charlotte, that your ideal is to keep great universal services so that there is less need—I think that is the phrase you used—for targeted services. The Government’s comment on this is that they are looking for an evidence base for targeted intervention. Will you comment on what the right balance might be, and talk in particular about vulnerable young people who might get missed by schools or elsewhere? What is the best way of identifying them and providing them with the sort of support that they need?

Charlotte Hill: I think that, where there are really good universal services, they can identify the young people within them who might need some targeted support, so I don’t think that the two need necessarily be exclusive. What works really well is if you can have a universal service and targeted work as well. There are lots of examples throughout the country of where targeted work does absolutely fantastic and important work, but I think that, without the universal work, that will become increasingly the point.

In terms of young people not picked up through education, we at UK Youth run youth achievement foundations for young people who have been excluded from mainstream education, but again we use very much a youth work model for re-engaging young people, and I think that that could be done a lot more through youth clubs. This is a real way to re-engage young people who have been disengaged from education for one reason or another with learning through non-formal learning approaches. It is a really good way for them to then go on to education after that.

Fiona Blacke: I think I understand some of the dilemma that local authorities are going through at the moment. If you talk to directors of children’s services with very squeezed budgets, the kinds of conversations that they are having are on the notion that the services that they actually want to invest in are those that are going to bring long-term cost savings in high-end preventative services. That is quite a rational approach. The difficulty in the universal-versus-targeted debate is that, if you have a universal provision that some people self-select for, there will inevitably be some young people in that provision who, if they aren’t part of a youth club or a similar activity, probably will end up needing high-cost, high-end services, because they will become involved in risky behaviours.

What we don’t have is a sophisticated model that says, “You’re going to be the one who needs it, and you’re

going to be the one who doesn’t.” So if you take away that preventative universal offer, a whole host of unidentified young people will end up needing bigger support. That is the difficulty. It is actually quite easy to target those young people who are already in the sights of social services, and you can and should target services at those young people in care. There are young people on the streets and involved in criminal behaviour. It’s those young people who just need a bit of a hand to be supported. That’s the difficulty in the kind of conversations that are happening at the moment.

Q4 Damian Hinds: I just want to ask a little question. We talk about universal services. Obviously, there’s universal availability of some things in theory, but what proportion of young people do you think these services actually touch? What proportion actually comes into contact with them, as opposed to the number who could?

Fiona Blacke: I was dreading you asking me how many services there are, because the reality is that this is an incredibly difficult field to define. It ranges from, potentially, the small voluntary community organisation run by parents who are doing something in their community for their kids on a Friday night. Nobody can count that, either the people who are doing—

Q5 Damian Hinds: Just focus on things that are in receipt of some public money; whether it’s national money or local authority money, somehow the taxpayer funds—

Fiona Blacke: We don’t have the mechanisms to count that.

Susanne Rauprich: Just as an indicator, a few years ago, before the last Government embarked on a programme of stimulus, the figures were fairly small. There were targets around 25% of young people accessing youth services. That’s the funded services. Then of course there will be others. The reality is that there are a large number of young people out there who are never touched by young people’s services, whose parents send them to private educational classes or whatever it is. There is a range. Young people have different backgrounds. There is a huge cohort. Young people’s services—youth services—have traditionally been focused in particular communities. It would be fair to say that although quite a number of them are universally available, the young people using them have tended to be those from less privileged and less advantaged backgrounds.

Fiona Blacke: Our audit, which was last conducted in 2007–08, suggested that 28% of 13 to 19-year-olds were in contact with some form of youth service.

Q6 Chair: I just want to press you on that a little. In effect, there aren’t universal youth services. They might be genuinely open, but if you look at a typical town, they’ll probably be on the estate with lower socio-economic advantage. Within that estate, what percentage of the most disadvantaged in that area of disadvantage use the universal youth services? Are they the hardest to reach by youth services? What

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evidence is there that youth services have a way of reaching people who otherwise tend to be excluded?

Fiona Blacke: I think that's a curate's egg. It will be highly dependent on the approach of the particular youth services. There are some open-access services that are very good at that. There are some that, I have to say, are not particularly good at it, so they can't deal with young people who have extreme behaviours or whatever. The critical thing is the extent to which that provision has a mechanism to refer to more specialist—

Q7 Chair: It's just that, again and again in this Committee, we're looking at services that are trying to offer a broad range so as to engage people without stigma, and then trying to see to what extent they reach those who are most in need. With Sure Start centres and other things, again and again it seems as though we struggle to see how they can make sure that they reach those who most need their support.

Susanne Rauprich: I think there is an issue with the youth sector. You will have come across that with the collection of management information that would make policy decisions easier. It is notoriously difficult to capture provision of a service that is provided by a full range of providers, spanning the voluntary and community sectors as well as local authorities. There is no common data set that organisations would use. What you do have is measurements and head counting in organisations themselves, but that is never pulled together by anybody. The National Youth Agency is probably the best agency in terms of collecting figures by sending a survey out to local authorities, but that's really all we have.

Chair: My own experience as a councillor setting up a youth club was that, over time, more and more of the children and young people you most wanted to come to the club became excluded from it and were standing outside it. That seems to go through a cycle. Back to you, Bill

Q8 Bill Esterson: I'll develop that point in a minute. Liam, do you want to have a go at the previous question?

Liam Preston: The only thing to add to what my colleagues said is that it is very sporadic and depends really on what area you live in. You can have fantastic services in one area, but 10 or 15 miles down the road there is very little. For young people, that distance is a huge barrier. Something that is equal in all areas would obviously be more advantageous for every young person.

Q9 Bill Esterson: Picking up Graham's point about mixed background services, are they beneficial for the service or outcomes, or not? What is the evidence? What are your points of view?

Fiona Blacke: One of the reasons why youth work is important as a distinctive professional activity is that trained youth workers are very good at working with some of the most difficult and marginalised young people. All sorts should often be targeted towards that, but if you don't have a universal base of services, where do you receive those young people back to? What does that mean for a group of young people

who are constantly having to be intervened with by professional youth workers? You need what I think has been described as windscreen wiper, with high-end services which young people can be referred to when they need them, but there also has to be a place where they can go back to and get a general level of support. If you don't have that full range of services, you keep young people fixed in one place—that is why the debate about just having targeted local authority services is a dangerous one.

Bill Esterson: Anyone else want to add to that?

Charlotte Hill: I would agree. One of the really valuable things for young people is mixing with people from all sorts of different backgrounds. Why would you want a youth club that just has the naughty kids or the kids with problems? That is not of benefit to them, nor to anyone else. The whole point is that where you have youth clubs, youth services or any sort of projects or programmes working well, you have kids from all sorts of different backgrounds mixing together, so they can see all the different spectrums of life and all the different challenges that some people might face, but equally, the opportunities that are out there for others. It is the social mix that is really important. The fear is that, if you just have targeted services, you will just have groups of young people from certain, specific backgrounds all together, and you would lose that social mix.

Susanne Rauprich: The issue is obviously one of funding. As Fiona has already said, in times like this public sector funding needs to be invested very carefully. You would expect that it needs to be targeted at those young people most in need, but we do have a full range of voluntary sector provision out there—quite a lot in fact is not dependent on public sector funding. Where local authority provision works very well, it works very well with voluntary sector provision, and it is able to take a view as to where you might have universal provision as well as targeted provision in any one area. My particular fear is that partnership mechanisms, which really ought to be strengthened at a time like this, are also at risk in certain areas, which is quite short-sighted.

Liam Preston: To give some background to the different backgrounds of the young people, in relation to this Committee we asked for case studies about cuts in services and how the services are used. We found that 59% told us that they were on a low income or from a low-income family, 39% had been victims of bullying, 28% lived in isolated rural areas and 21% had mental health issues. So, there is a wide range of young people using those services—again, it is really important to have a universal service that is able to impact on such people at an early stage, in order to find more preventive measures which might be needed later.

Q10 Bill Esterson: One question that comes out of that asks how universal any service really is. It tends to be located in a particular area, and often the reason is because it was identified as being a hotspot. Is that just an inevitable fact of the development of youth services?

Susanne Rauprich: I don't think that there would ever, even in the best of times, have been sufficient

funding available to ensure that every single young person has access to a place in a youth facility. Also, not every young person would want that. So, yes, to some extent it is inevitable.

Q11 Lisa Nandy: As a follow-up, Charlotte, you said earlier that one of the great things about youth services is that they bring more people from different backgrounds together, but Bill's question is really also about whether that can actually happen when so many communities are so socially polarised already. If you have a youth service that is physically located in one community, are there ways of making sure that it brings young people from different backgrounds together?

Charlotte Hill: It is a different picture in different areas. There are some examples of great youth clubs that might be located in an inner city, but surrounding them is not just one type of young person—you've got all sorts. One street might be quite affluent and the next street across might not be particularly. I agree with you. Obviously there are some areas where you will get groups of young people from a particular background. But there are lots of examples where young people from different mixes come together in inner-city youth clubs.

Susanne Rauprich: I just wanted to say that we must not view youth services as being only location based. That is a large aspect of young people's services, but we do have things like Duke of Edinburgh awards, school-based youth work and a whole range of different facilities that take young people out of their estates and their locations. They are used by a wide range of young people from all sorts of backgrounds.

Fiona Blacke: It isn't necessarily only about geographical mixing. You'll have community centres that bring together disabled young people and young people who don't have a disability. That's about social mixing. You'll have provision where it's okay for young people of different sexualities to be together, and that's made available. Sometimes it is about one location, but there might be lots of different groups of young people using that with different interests and challenges.

Q12 Craig Whittaker: I have three wonderful young children, two of whom, Sophie and Beth, have spent a huge amount of time volunteering with the Kuleana Street Children's Centre in Mwanza in Tanzania. Sophie is still there and is in her second year. Beth, our 16-year-old, has just come back after spending three months there. Is this a ploy from my children to get away from their father, or is volunteering quite normal for youths? If so, what proportion of young people in the UK do you think spend time volunteering?

Fiona Blacke: We did some research on that, and we think it is age dependent. There are 26% at any one time, with about 52% reporting that they have volunteered at some point between the ages of 13 and 18.

Q13 Craig Whittaker: What projects in particular do you think have been successful in engaging youths to volunteer?

Susanne Rauprich: I would say that there is not any one model, because a successful project that engages young people in volunteering, or indeed in any other activity, is one that starts from where the young person is at and engages them in their interests and their needs. It basically puts quite a lot of urgency on to the young person to develop their own projects and solutions. Because of that I am personally a fan of Youth Action, which has projects right across the country where young people have a look at what is needed in their local area or community—whether geographical or otherwise—take the initiative and devise a solution. Those can be hugely empowering, and indeed life-changing, projects for young people. The reason why your daughters are going to volunteer is obviously because separation is necessary during their transition to adulthood. That is something we need to encourage. Youth services provide a very safe place for young people to do so.

Q14 Craig Whittaker: Okay, so what do you think of the new national citizen service then? Does it add anything new to residential programmes, for example, or to personal development and volunteering activities in general? What is your general perception?

Charlotte Hill: With volunteering generally, the message that comes back to us is that it has to be properly supported. It is one of those things that is great. We really want to encourage young people to volunteer—they want to engage and volunteer—but there needs to be an infrastructure to enable them to do it. That infrastructure has to be properly supported. We welcome the national citizen service. It is brilliant that one of the Government's flagship things is around non-formal learning and recognising that a lot of the work we do is valued. The challenge is to make sure that, beyond that six-week programme, there is a supported volunteering network and the opportunities to be able to carry on with that. We cannot just assume that that will happen. There must be a plan and a structure around supporting those young people who have been through NCS, whether they are the 11,000 this year or the 33,000 next year, to continue volunteering. There will be some challenges around the residential element of NCS, particularly fitting the programme into a six-week window for what might be 580,000 16-year-olds.

Q15 Craig Whittaker: Following up on your point about having the structure to ensure that volunteers continue, what evidence do you have to suggest that they will not do so? My experience is that they do.

Charlotte Hill: I think young people want to continue, they just need the opportunity to do it. Fiona's statistics show around 25% do, but in the NEET cohort—the young people who are not engaged otherwise—a much lower percentage of young people are engaged.

One of the admirable goals of the NCS, in particular, is that they want to engage all young people from all backgrounds. The young people who are hard to engage in these programmes will need that real support and that network to present them and support them with opportunities to continue volunteering afterwards.

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Q16 Craig Whittaker: Does anyone have a different view?

Liam Preston: I have found, from speaking to young people up and down the country, that they like the idea of NCS. They are concerned, however, that their own youth services are being cut in their areas. They think a six-week programme and going away is a great idea, but their worry is, “What’s going to be left for me afterwards if everything in my local area is being cut?” We surveyed 1,000 young people on the NCS: the majority—53%—said that they were in favour of the idea, but 20% were not, and 27% just did not know (Young Voices: BYC 2010). So, at this early stage, I am not sure whether there is information for young people to be able to make a decision and understand what the NCS is and what it would do for them.

Fiona Blacke: The cynic in me says that successive Governments each brought in a new programme of volunteering for young people, whether that was Millennium Volunteers, V or now NCS. Susanne is probably better placed to talk about this than I am, but the reality is that there is an incredibly rich infrastructure of pre-existing organisations that promote, develop and enable young people to volunteer.

Like Charlotte, I think that the NCS is a good idea. The notion that there is something significant at 16 as a rite of passage is interesting, but it would have been more powerful had it built on the existing infrastructure and programmes. That would have addressed some of the problems, which Charlotte has identified, of young people being supported into and out of the programmes.

Susanne Rauprich: I agree with everything that has been said. I add that I think that several organisations, and the cadet forces, have proposed on several occasions that their programmes be badged—or might have the potential to be badged—“National Citizens Service”. That might help the Government to resolve a fairly logistical problem about how to go about offering the range of opportunities that must be in place to cater for the whole cohort. NCVYS member organisations are absolutely up for that and would welcome such a move.

Charlotte Hill: I support that. There is a whole range of programmes that are doing fantastic things already with that group of young people. For example, Fiona and I work with O₂, running its Think Big programme, which has a residential element and all sorts of training and support—the young people go through a fantastic process. There are opportunities with corporate partners such as O₂ and others. Perhaps the Government could work with them and support, or register, their programmes to be part of an NCS programme. There would be opportunity to help with the finances, so that this could become something that all young people could do. It would also mean that there would be many different ways of providing the service. Everybody would be getting a fantastic, valuable outcome, but it would not necessarily have to be that one-size-fits-all, six-week programme in the summer. There are some opportunities to explore.

Q17 Craig Whittaker: I want to pick up on a point that Fiona made. The NCS is not like anything that has gone before it; it is a much bigger and more encompassing programme, as I understand it. Do you not feel that that would be a huge facilitator to encompass and engage far more youth than are currently engaged in youth services in general?

Fiona Blacke: I think it would, but my point is that it would be more effective if it was able to build on the provision that is already there.

Q18 Chair: Is there any reason to believe that it will not? If the Government bring it forward from an idea and then pilot it—they obviously don’t think they have all the answers—to deliver transformation and participation before and after the central 16-year-old experience, are not they likely to seek to build on what is there and to get others to work with them to make it a success? If so, are there any barriers and risks?

Susanne Rauprich: The design of the National Citizen Service was informed by the work of a range of youth organisations, which we welcome. There is nothing wrong with the programme or project as it stands. The issue is one of logistics, in that creating one stand-alone programme that builds on the principles and work of many organisations is fine but, in parallel, there is a range of other programmes that would deliver the same desired outcomes. For example, you cannot necessarily expect the Scout Association or the Duke of Edinburgh award to change something that they have been developing over decades. They would obviously do so to a certain extent, but it would be much easier and logistically better if such programmes could be given an opportunity to continue what they do under the mantle of the National Citizen Service, which would reach an even larger number of young people.

Chair: If you have any further thoughts about the downsides that you have not already submitted to us, it would be interesting to know about them. The trouble with major Government programmes is that they often crush and destroy very good things that previously existed.

Q19 Charlotte Leslie: I have a quick question on the NCS. We have a quote from the In Defence of Youth Work campaign, and I am interested in one thing it says about the NCS and its relevance. It states: “The irony of the Citizens Service is that of course a Young People’s Service is needed, but for 365 days a year”—and this is the interesting bit—“staffed not by entrepreneurial opportunists, but by dedicated, trained volunteers and professional workers”.

As a candidate, I saw a lot of youth work in my Bristol constituency, which is incredibly diverse—there are very well-off wards side by side with very deprived wards. I have seen tensions with council youth services, which move out like a sort of army and often leave a wake of authority that young people often do not engage with that brilliantly. Some workers are absolutely brilliant, however, so I wouldn’t want to stereotype. There is a tension between those services and the real community workers, who don’t get paid and just start things up, often without funding—they raise money themselves

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from the local community. Is there a tension between organised local authority or Government organisations and grassroots community groups? That appears to have come up in the In Defence of Youth Work campaign.

Fiona Blacke: Will I start?

Susanne Rauprich: There is tension only when it is badly managed, to tell you the truth. There does not have to be tension. Of course, every now and again, you come across somebody who regards themselves as the authority on all things and won't necessarily value the contribution of so-called amateurs. That is a completely misguided way of looking at things, but we have 150-odd local authorities in this country, and practice is as varied as that number. There are plenty of examples of local authorities working extremely effectively with voluntary organisations and where the role of a paid local authority employee is to encourage and support community action—to support volunteers and make their lives much easier. A balance needs to be found. We don't have it right everywhere, and that is the reason why you have those quotes.

With regard to the particular point about entrepreneurs, I would welcome loads more of them because, based on the statistics that we have just heard, even in good times only about 28% of young people are reached—although probably more through uncounted voluntary activity. However, there are still not enough opportunities for young people, so whoever wishes to get involved should be given the opportunity and support to do so.

Chair: Does anyone want to disagree with that? Are all four of you broadly in agreement?

Q20 Craig Whittaker: In line with your scepticism—although that is probably not the right word—about the involvement of other organisations in the NCS, bearing in mind that this year is only the first of a pilot, and that only 12 organisations have been awarded contracts, what makes you think that other organisations will not be involved?

Fiona Blacke: I do not think that it is an organisational issue. Many of those delivering the pilots are well-respected, existing youth organisations that are predominantly in the voluntary sector. They have other programmes.

Q21 Craig Whittaker: So do you have evidence to show that those programmes will not be involved in the services?

Charlotte Hill: I think that Fiona's point was that they would probably stop running their own specific programmes and do NCS instead. Some colleagues said at a meeting on Monday that it was a bit like turkeys voting for Christmas, in that they have their own great programmes already that deliver many such outcomes for young people, and if they were to deliver NCS during the summer, it would be to the detriment of those programmes.

Fiona Blacke: If you could do your Duke of Edinburgh gold award and that would also be your NCS when you were 16, wouldn't that be great? That is the answer.

Q22 Chair: The Government could, at a time of limited resource, spend a lot of public money to create a badged "NCS" that would have come about anyway. Is that what you are saying?

Fiona Blacke: A set of quality standards and activities were the key elements of NCS. Organisations running programmes like that could ask to be recognised as delivering it, and with quite a large infrastructure already in place, they would be able to offer it.

Q23 Lisa Nandy: How relevant are youth services to young people?

Liam Preston: Again, it depends on the specific youth service. We are receiving case studies from throughout the country suggesting how much youth services actually benefit young people and how much they have changed their lives. Young people change so much between the ages of 11 and 18, so youth services are relevant to them and have a huge impact on their lives.

Q24 Lisa Nandy: Is there evidence that the current youth services are the services that young people want?

Susanne Rauprich: We have to be honest. There are still a number of services that are not necessarily what young people want. Bad practice does exist. Not too long ago, for example, there was a big drive to get some youth facilities to open up on a Friday and Saturday night because that is when young people really want them. If you follow the principles of good youth work and shape the services around the needs and the wants of young people, and get them to take an active role in their design and delivery, you can be certain that they will deliver. However, if you shape youth services around the needs of the worker who has a family to go home to, around local authority imperatives or around the fact that a caretaker needs to be paid on a Saturday night but that is not feasible, you are on the road to creating a service—

Q25 Chair: Name names, Susanne. People always generalise about bad practice and never ever tell us where we can find it. Does anyone want to tell us about a local authority area? The Audit Commission has said that there is a correlation between budget and quality of youth work, but that that is not universal. There are sometimes people with a smaller budget but an ability to deliver great outcomes, and others with large budgets who do not deliver, probably for the reasons you are giving. Can you tell us about anyone?

Witnesses: No.

Fiona Blacke: It is an interesting question. I was talking earlier about youth work being a distinctive educational approach. What makes it distinctive is that the curriculum does not come in a book, package or prescription, but derives from the young person with whom we come face to face. Their life experience forms the nature of the curriculum to which a good youth worker works. We take that young person's life experience, develop the curriculum and then create structured experiences with them that give them the opportunity to reflect on what they have learned and done, and to take that learning to other places. It is

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not really youth work if it is not relevant to the young person—it is activities or something that adults choose to do. Youth work, by its very nature, is relevant to young people, because that is what it is.

Q26 Lisa Nandy: Liam, you mentioned involving young people in their own services. My experience of when young people genuinely drive and control their own services has been incredibly positive. However, too often there is a blurring of the boundaries between consultation and participation. Genuinely youth-led services should involve a budget that is controlled by young people. How far is that a realistic aspiration? Does that happen at the moment? If so, can it continue to happen, given the level of cuts to services that we are about to see?

Charlotte Hill: From our experience, for more than three years we have had UK Youth Voice, which is our young persons' panel that sits at the heart of all that we do. They sit on our board of trustees—they interviewed me for my job—sit on all our committees and plan all our programmes. They manage all their own budgets. They are completely equal members of everything we do, but that is not a cheap thing to do properly. It required a lot of support for us to have the really meaningful participation of those young people. Equally, unless you are very careful about really wanting to hear the voices of all young people who use your services, you will get a self-selecting group of young people who will put their hands up because they want to do it. We have worked really hard. We have a programme called Hearing Unheard Voices, which works to get the voices of asylum seekers, ethnic minorities and young people in or leaving care—all sorts of groups—heard so that we have really meaningful participation but, again, that is not a cheap or easy thing to do. To do it meaningfully and get real outcomes takes investment, and local authorities have to recognise that they must invest some of their money in exactly that. Great work such as the British Youth Council's needs investment. If you really want young people to have a voice, you must put some money into it.

Liam Preston: We support a network of 620 local youth councils, and we are finding that there are areas of best practice where local authorities really engage with their local youth councils to review services. Ofsted recently said that a key to achieving success and improvements in those areas is making young people part of the reviewing process (Supporting Young People—an evaluation of recent reforms, 2010). In one survey of local youth councils that we conducted, 62% felt that they were able to improve youth services by being part of that process, so we feel it is a really important issue (Young Voices: BYC 2010). Young people want to be able to influence the services that they use, and who is better placed to speak to local government about those issues than young people themselves?

On the issue of cost, if you tailor a service to what young people need and let them review it, rather than getting other people to come in, it will end up saving money. The end user reviewing a service is always going to be better than someone from the outside.

Lisa Nandy: With the limited funding now available, should we recommend that funding should be allocated to services that are led by young people?

Witnesses: Yes.

Fiona Blacke: That would be a great recommendation.

Susanne Rauprich: May I add something? I think that youth participation has come a long way over the past few years. What is really interesting is that if, for example, you had here the young people who have been through the Young Advisors programme that started a few years ago, you would see that they are now feeling entrepreneurial and want to set up their own services. Your recommendation should include the opportunity for young people to be entrepreneurial.

I understand that you are going to visit Berlin in the next month or so. I ask you to look at a project there where young people are fully in control, given the keys to facilities, or allowed to run things without the presence of adults. We have come so far in this country and have a range of really good young people's participation, involvement and leadership programmes, but there is always that little bit of discomfort with adults handing over control—this country does not seem too comfortable with that as yet.

Q27 Charlotte Leslie: I think that we are all agreed that a certain amount of young people's ownership of their services is a good thing. In hard economic times, how much merit do you think there is—and to what extent is it already happening—in young people taking control of the financial realities of the services they are using, and introducing them to the reality that stuff does not come for free but takes a lot of money and hard work?

Fiona Blacke: Under the previous Administration, one of the great successes was the youth opportunity fund and youth capital fund, which were distinct, ring-fenced elements of the budget that local authorities gave young people to control. There was huge scepticism among elected members about whether young people would make sensible decisions, but the evidence is that they did it extremely well.

Q28 Charlotte Leslie: And also in terms of actual fundraising, which I say because I have been involved in a project in Henbury in Bristol where the kids wanted something—we didn't have access to grants or anything—so they went out and raised the money themselves. What sometimes gets overlooked is that the Government are not the only source of funding. Obviously you need that sort of support, but there could be merit in the kids doing more fundraising themselves, which makes them appreciate what they have fundraised all the more.

Fiona Blacke: The O₂ initiative, which we manage for O₂, gives young people direct funding to run their projects, and then UK Youth trains them to deliver those projects. If they are successful, they get even more money to do it. That is about community-based projects, often for other young people, and it is incredibly successful.

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Q29 Charlotte Leslie: Is that actually saying that there's no grants or bigger bodies at all, and that they just get out there and do sponsored runs and stuff, and the community gets the money? Is it that they don't take money from a big pot or a council or anything like that, but they make money?

Witnesses: Yes.

Q30 Charlotte Leslie: Is that an emphasis we need to shift to so that kids can actually make money when they don't have money to begin with at all?

Fiona Blacke: There is one challenge about that, though. It's probably not too bad, I suspect, in your constituency, but it might be more difficult in Middlesbrough.

Charlotte Leslie: Well, go and visit Henbury.

Susanne Rauprich: What you are describing is very good youth work practice. It happens up and down the country and has done for a number of years. Young people seeing something they want to do and needing to make it happen is an absolute basis of youth work.

Q31 Charlotte Leslie: There is not always a pot of money for you; sometimes you have to do it for yourself.

Susanne Rauprich: Exactly, and we have been doing that sort of fundraising for ever, so it wouldn't be a new approach you were promoting, but you would be supporting good youth work practice. That is absolutely the right thing to do.

Chair: We are now going to move on to funding.

Q32 Neil Carmichael: Before we do, can I just ask about social enterprises for young people? Would you encourage them to establish those, with the sort of projects and activities that you have been talking about?

Susanne Rauprich: Absolutely. There is good work being done by social enterprise, and it is being taken up in schools and so on.

Q33 Neil Carmichael: Moving on to funding, which is obviously an important aspect of this, and mindful of the fact that my own county council has been reducing funding for these services, as many have, what kinds of youth services and providers are being prioritised by authorities in this time of expenditure reductions?

Charlotte Hill: Susanne is probably very well placed to answer that, as NCVYS have done a fantastic survey, looking around the country through its members, of the impacts and where cuts have fallen. The feedback we are getting from a lot of our associations around the country is that these decisions have not been made yet; a lot of them are in limbo. The feeling they get is that decisions on spending for young people, in particular, are way down the priority list of spending decisions that have to be made. Many of our organisations face the challenge that either decisions are not being made yet, or the people they need to speak to about those decisions are facing redundancy themselves within local authorities. The uncertainty that people have about their own jobs in local authorities is passed on to our members.

Q34 Neil Carmichael: So there are no trends emerging at this stage?

Charlotte Hill: I think, Susanne, that there probably are.

Susanne Rauprich: Yes, there are a variety of high-level trends. We are seeing anecdotal evidence as individual projects report what is happening to them. If the Committee is really interested in getting an overview, there are now a number of organisations that monitor the effect, and the reports are updated daily. We have produced a report called "Comprehensive Cuts"—there was part 1 and part 2. I don't know whether you have looked at that, but I can leave you a few copies. We update that regularly, and we have a financial blog, which my colleague, Don, who is sitting in the background here, updates as information comes our way. As Charlotte says, at the moment we know the level of cuts that are being considered, proposed and decided upon by local authorities. How that then filters down to individual projects is a little too early to say. I can also tell you that in some local authority areas, they look at 2011 and 2012 as a sort of transition, which is a really interesting approach. They have to make top-line cuts, but they are basically working with the voluntary sector quite effectively—that is their intention—to recreate and reshape services for young people.

To finish, you will know that the funding of youth services is not mandatory, so it is quite easy to encounter a climate in which significant cuts need to be made. Local authorities that are dependent on area-based grants are more susceptible. We see more severe cuts being made in those areas, so again the picture is not even across the country. There was one authority that was reported to have an increase, but that was just one example. Right across the board, all we are seeing is significant reductions to services for young people.

Fiona Blacke: The most recent survey of children and young people's services by directors of children's services suggested that 80% were anticipating cuts to children's services, and 56% of the cuts were directed specifically at youth services. It would be useful to be able to say that there is a common picture emerging across the country. The reality is that far-sighted local authorities, which are really thinking about how to modernise and deliver public services in the new environment, are doing a lot of work around the needs base of their youth population and their communities. They are beginning to develop strong approaches to strategic commissioning, and then they look at who is best placed to deliver that. This is not based on a conversation with themselves about whether that is an in-house or a voluntary sector provider. It is about saying we can actually model the specifications of what we need for our young people, and then put that out to whoever is able to deliver it. In some places, local authority youth services are forming themselves into social enterprises and co-operatives to try to deliver that. In other places, there are quite sophisticated models of third sector supply chain management emerging, with one overarching organisation being able to manage a host of services.

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Q35 Neil Carmichael: So you're expecting a fair bit of dynamism in developing services.

Fiona Blacke: That's a nice word for it, yes.

Chair: Driven by desperation.

Q36 Neil Carmichael: Youth workers are obviously vulnerable in these cuts. I don't know of any statistics yet. I don't know if you do. What is your feeling about the direction of travel there?

Fiona Blacke: There are some big challenges at the moment. Over the past few years we've moved youth work from a diploma to a degree level qualification. The changes in funding to higher education are directly influencing the training of youth workers, because courses that were previously subsidised will no longer get those subsidies. There are big issues. Where do people make their cuts first? They make them in terms of training and development and continuing personal development, and that whole area of the work force. We share a view that one of the great things about youth work and youth services is that they are often staffed at a professional level by people who started as a volunteer in their own community.

Chair: We'll come to training later. Let's stick to funding for now.

Q37 Neil Carmichael: You, Fiona, have commented that in an environment of reductions in public expenditure, desirable services may be vulnerable. You contrasted that with essential service provision. Could you describe to us what you think is essential and what you think is desirable?

Fiona Blacke: It's a really difficult question. Absolutely essential is a comprehensive youth work offer to those young people who are most marginalised and most at risk, if I had to put my hand on my heart. Alongside that—this is the critical thing—is an investment in supporting communities, voluntary and community sector organisations to move into the rest of the space. The notion that you target your resources on those who most need it, but at the same time, you grow the capacity for communities and young people to deliver to the rest, is where the priority lies.

Q38 Neil Carmichael: Presumably that latter point is in terms of infrastructure.

Fiona Blacke: It is colloquially known as market making. One of the issues is that a lot of local government procures rather than commissions. You put out a contract and buy it, but commissioning is much bigger than that. It is about saying, "Do I have the infrastructure to deliver the services that I need? If I don't, I have to invest in creating that infrastructure."

Q39 Neil Carmichael: You are touching on an important point there, because the role of local authorities is changing from a provider role to an enabling role. Do you think that local authorities are equipped in capacity and outlook to bring about necessary changes to what you just described?

Fiona Blacke: Some are. The challenge is to enable the best to lead the worst. Part of the challenge for those of us who work at a national level is how we

collectively put in place the mechanism to enable local authorities to understand what it is they need to do, and to have the kind of dialogue with the voluntary and community sector and young people that enables us to do that.

Charlotte Hill: There are examples of really great practice in local authority commissioning, and there are, unfortunately, examples where they are floundering a bit. Mr Dakin, I believe that you are from Scunthorpe. North Lincolnshire is an example where we have worked brilliantly with the local authority and it has commissioned fantastically. As I mentioned earlier, we deliver Youth Achievement Foundations for young people who have been excluded. Our first pilot Youth Achievement Foundation partnering with 7KS is in Scunthorpe. The local authority there has done a fantastic job of commissioning that service out over a number of years. It has worked so well because it gives a contract for three years to extend to five years. It means that in working with 7KS we can recruit staff and invest in a building, because we know that we have a customer to work with. It has worked really well.

There is a panel that the local authority sit on, all the local heads sit on and the Youth Achievement Foundation sit on. They look at a case-by-case example of whether a young person should be excluded. There is no actual exclusion. There is a managed move; they come to a foundation and there is a long-term relationship. That commissioning relationship works fantastically. There are examples of best practice out there that have been happening for a number of years. It would be good if more could be done to ensure that that best practice is shared among all local authorities, because where it is working, it is working really well.

Q40 Neil Carmichael: What sort of mechanism do local authorities have to share best practice? We know the statutory functions that they have.

Chair: Neil, before we deal with the entire next section on commissioning, I wonder whether you have any further questions on funding before I come to Nic on precisely that topic.

Q41 Neil Carmichael: Sorry, but funding and commissioning are very closely linked, for obvious reasons. We cannot discuss one without discussing the other. Sometimes I have to be hauled back to the track. Written evidence that this Committee has received so far has talked about the effect of cuts from 20% to 100% in youth services. That is a huge range. Where do you think that the actual figure lies, and what evidence do you have to back that up?

Fiona Blacke: I think it's a moving picture. As Susanne has said, a lot of the reports say that this is an interim year and many local authorities are trying to buy themselves a bit of space to make decisions. There are some places where they are talking about completely removing the youth services. There are propositions to do that. Even in those places, I am not sure that the decisions are finalised. Those authorities are looking for alternatives. I do not think that we can say yet.

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Charlotte Hill: Even if we cannot say what the percentage is, we are clearly seeing a lot of the impact. Where contracts are ending in March, people are having to lay their staff off. We are losing a lot of good people who deliver fantastic work for young people. Ultimately, it may well be that they are re-employed, but the fact is that they are having to be laid off now because those contracts end in March.

Q42 Neil Carmichael: Last but not least, what balance should exist between funding from the public sector and funding from other sources, such as charity and voluntary funding? I do not expect a definite answer, just an overall picture.

Chair: Particularly in the light of Graham Allen's early intervention report, which suggests that he will produce another report looking at private sector bonds. Perhaps also in the context of payment by results, too.

Susanne Rauprich: That is an interesting question, albeit a difficult one to answer, because there are so many interlocking and interlinking factors. If you take a large chunk of public sector funding out of the system, you will have to replace that somehow if you are committed to services to young people. There are two sources from which that funding might come.

One is from the young person or the user themselves. That might be difficult, particularly if you are looking at disadvantaged young people, because they are also hit by cuts in income and so on. So their spending power might be limited.

You then have the private sector. Such funding is in its infancy, and it is something on which providers would welcome the support and help of the Government—and others who are in a position to do so—to act as a broker bringing private sector funders into the market.

At this moment in time I find it difficult to get a sense of the appetite of private sector companies. There have been some real success stories, one of which is O₂. The Co-operative has spent a lot of money on young people and has launched a huge programme. But we haven't seen a universal understanding among corporates that they should be considering investment in any kind of programme. Corporate social responsibility programmes need to be developed. There are too many companies that think that they can send their work force out to paint a wall in a youth club and that it is done with. It is complicated, therefore, to come up with a figure that would answer your question.

Q43 Neil Carmichael: So you want more sophisticated CSR strategies?

Susanne Rauprich: Absolutely.

Fiona Blacke: There are models emerging of more sophisticated CSR.

You also asked about social impact bonds, and one of the issues is that we don't have a framework or a metric for the social return on investment of youth services. So, rhetorically, we would tell you that, yes, it's good for all parts, it reaches the parts that other things don't reach, but we don't have the evidence base. That's one of the things that we are developing at the moment, because, in order to secure social

finance, you have to be able to demonstrate that you're having an impact.

Chair: I'm going to have to cut you off. I'm sorry.

Q44 Pat Glass: From April 2011, all central funding for youth services, including the 10 separately ring-fenced budgets, will come together in the early intervention grant, which will be £2 billion by 2014. That grant has to support Sure Start centres, which cost £2 billion on their own, and it has to cover the cost of extending free education to two-year-olds and the cost of short breaks for disabled and vulnerable children. It also has to support programmes targeted at preventing children from engaging in crime and at tackling substance misuse and teenage pregnancy. It has to provide support for children with mental health problems and children with learning difficulties, as well as transition arrangements, collections, behaviour support services, CAMHS, paramedic services and SEN services. Where do you think the youth services will sit in that list of priorities? What will be the consequences for young people?

Liam Preston: Where do they sit? Probably quite low down that list, which is one of the reasons we are discussing this issue. It is a concern for young people. We estimate that 50 local youth councils have already gone in the past year. So there is a sense of "What are we going to do"? Because, again and again, local councils are finding it easier to drop local youth services from their budget, which is a disheartening thing for young people to have to go through.

Q45 Pat Glass: What would be the consequences for those using universal or open access services? What about for those using targeted services?

Liam Preston: Again, it is really difficult. It is easier to find the numbers of people who use targeted services, and it is almost easier to justify that as expenditure, because you can back it up with figures. However, I have already mentioned how helpful and beneficial universal services are, because they will often be more preventive than targeted services.

Fiona Blacke: I honestly believe that failure to invest in targeted and preventive services for young people is an economic time bomb, that we will pay for in future. Staff at Fairbridge, for example, can tell you that if they are working with a young person involved in the criminal justice system, they can keep that young person out of the system for £4,000 a year. The cost to the state of having that young person in a custodial place is £65,000. You don't have to be an economist—and I'm certainly not—to work out that that is bad maths.

Nic Dakin: Thank you for the plug for 7KS, which I visited the other week.

Chair: I have visited it as well.

Q46 Nic Dakin: Though that is largely commissioning within the school day context, it none the less may be a model that can be used more broadly. I have spent my whole working life with 16 to 19-year-olds, so I know how diverse and transient they can be. They are growing and have dynamic lives. Therefore, I am interested in how we use those young people in helping commission services in a

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sustainable way. Charlotte in particular recognised earlier that there needs to be an infrastructure to support that. Today's thing isn't tomorrow's, and today and tomorrow can be quite close together for young people. I am interested to hear from Liam how young people's voices can help deliver the strategic commissioning that we were talking about earlier.

Liam Preston: One of the most important factors is having young people at the table and involving them in the decision making. They will often know what is required of their peers and the people around them. It is essential for young people to be able to be involved in that decision making and in making an impact on the projects that are commissioned. One thing we find is that when young people speak against cuts in their services, local government is saying, "It's not us. It is at national level that we are being told to make cuts." Then when young people are talking nationally, they are told that the decisions are made at local government level. They are finding that they are up against a brick wall. In order to improve these services, young people need to be at the heart of what they are doing. It is about being youth led and having youth at the table. That is what we think is really important.

Q47 Nic Dakin: Local authorities have the role of strategic commissioning. You were saying interesting things, Fiona, about the difference between commissioning and procurement. How do we involve young people in that strategic commissioning, particularly of those harder-to-reach activities, for which young people are less likely to come forward? Other young people will commission their own activities because they will find where they are. They won't necessarily be at that table. How do we manage that?

Susanne Rauprich: You might be familiar with the commissioning cycle. It has different elements. Rather than just say we involve young people in commissioning, it is often easier to involve young people in different aspects of the commissioning cycle. You absolutely have to involve young people, for example, in needs assessment. There is a variety of ways of doing that, by employing the local youth council if it still exists, talking to a range of young people directly—there is a whole range of different methods that can be used right through the cycle. In Devon, they appointed a young commissioner, as a model, and that has worked quite well. The Department for Communities and Local Government considered that to be an effective model and appointed four or five commissioning beacons. It might be worth your while looking at that as an example of where young people can be used fairly effectively. The beauty is that we have a wealth of experience of effective methods of involving young people in creative and varying ways, depending on circumstances.

Charlotte Hill: There's a lot of expertise and good practice about this out there. There are organisations such as the British Youth Council and UK Youth. Some local authorities do it brilliantly. The real problem is that the sharing of good practice just does not seem to happen effectively, for some reason. Some

local authorities do brilliant work with engaging young people in commissioning. A piece of work has to be done—it may be happening already, and I just don't know about it—on sharing that good practice, or on using the expertise of organisations that do participation as their bread and butter.

Q48 Nic Dakin: Are there any recommendations that we should be making?

Liam Preston: Of the local youth councils in 2009–10, seven out of 10 administered a youth opportunities fund. Young people on the ground are actually doing this already. Going back to Charlotte's point, it is about sharing that best practice and getting more involved in areas that are not quite already up to scratch.

Fiona Blacke: There are several recommendations you can make, Nic. First, there is support for commissioners, which is driven by central Government. It would be very helpful to recommend that part of that commissioning support advice was support to commissioners about how engage young people effectively. The other thing is that the DCLG could be helpful, as could the Local Government Association, in driving the sharing of that best practice. We are part of the Local Government Association's top-slice family.

Q49 Chair: Haven't the Government suggested, although talking about localism, that they are going to send some sort of recommendation on the proportion of services provided by the third sector as opposed to local authorities? Is that right, or am I mistaken in thinking that?

Fiona Blacke: I haven't heard. In terms of levers, one thing that would be helpful is some kind of consensus about commissioning standards. For example, if every local authority said, "We will only commission organisations that build young people's voice into the heart of the services we offer," that would go a long way.

Q50 Damian Hinds: We had a conversation earlier, mainly with Fiona, about the numbers of people involved in youth services, and I think you mentioned a figure of 28%. I have to say that that sounds very high to me, although I could be mistaken. I don't know if that analysis is already in your written submission to the Committee, but if it's not, could you include it—down to the lowest possible level of detail?

Fiona Blacke: Yes.

Q51 Damian Hinds: That would be very helpful. Similarly, for all four of you if possible, if you have any hard data on trends over time in this sector, for example on the numbers of people employed, and particularly on young people's own reporting of their experience, for example survey questions on, "There's nothing to do round here," and so on, it would be very useful for the Committee to be able to see how things have changed.

I want to talk about results and effectiveness. Most of us, when we see a good youth club or facility or meet an inspirational youth worker, regard it as self-evident

or intuitive that they are doing a good job. But what evidence is there of effectiveness? In a world of scarcity, choice and cost, particularly when we are talking about allocating public funds, what—beyond the Fairbridge example that Fiona gave; I do not know whether that is an isolated example—do we have as broader evidence that helps us to know where to put effort and funding?

Susanne Rauprich: It's very difficult to have a universal picture, because there is no universal metric. You have individual organisations that are very good at demonstrating the impact of their work, and there are lots of organisations that are not so good. Mainly, the larger charities and voluntary organisations would be very good at telling the story. That is why Fairbridge is a good example that can be cited. Catch22 and the Prince's Trust can be cited. Those sorts of stories are there. Anecdotal evidence and young people's stories, of the nature that you were asking for, are also available. You go round and you can have young people telling you stories about how a certain intervention has changed their life, so that is there. However, what is really difficult, in terms of evidence, is to put that into some sort of national grid or set of statistics for the amounts of investment, whereby we could show the total amount of investment and the total amount of return, and a straight journey from A that will always lead to B. That is quite difficult. That is the problem that we're facing.

Fiona Blacke: The answer is that there isn't a single evidence base. That is one of the things that makes decision making incredibly difficult.

Charlotte Hill: It's something that we, as a sector, have to get better at.

Damian Hinds: I was going to observe that, too.

Charlotte Hill: Absolutely. I am relatively new to the sector, but it is now universally agreed that people are going to look at results, and they are going to need outcomes and evidence. Increasingly, people are realising that. It is not impossible to do. I think that people have traditionally said that it's really hard and asked how you can measure whether a young person hasn't gone into the criminal justice system because of the intervention. There are, however, definite measurements, and we've been working very closely with Teesside University's Social Futures Institute over a number of years now, looking at exactly that. That's the thing. It's going to take some time to build up the long-term impacts, but it is happening. People are realising that we absolutely have to start having very clear independent measurements of the impact that youth work has. The sector is moving towards that, but it has been too slow.

Q52 Damian Hinds: For good or ill, that is the world we're living in.

You mentioned one academic study. Who is leading this work in your sector? Why haven't we heard about it?

Fiona Blacke: Because we're just beginning. We are probably now going to tell you about 10 different examples of people who are leading it, which is always a worry for us. We're doing some work with the Young Foundation to develop a similar

calculator—we hope—to the one that is being used for family intervention.

Susanne Rauprich: The Greater London authority is funding Project Oracle, which has the ambition of bringing together a sort of metric for London. The Prince's Trust has just embarked on another exercise. You have heard from UK Youth and the NYA. There are already many organisations out there that are doing it quite well for their own circumstances and that have invested quite heavily into things like that. The problem is that there is no overarching and universal way of doing it. That is going to be difficult. What is most needed is, I suppose, certain standards, which can be agreed against, and then it is up to each organisation to use their own measurement tool to describe their work against those particular standards. What we don't need is yet another measurement tool, of which there are plenty; what we do need is an agreement on the standards.

Q53 Damian Hinds: Are there plenty of robust, universally accepted measurement tools? If there are, we haven't been talking about them this morning.

Charlotte Hill: Lots of people are doing lots of different things. I don't think that there is one robustly agreed measurement tool.

Susanne Rauprich: It is the agreement thing that is the problem.

Q54 Damian Hinds: Have any of you called Graham Allen to talk about his study on early intervention and to ask to piggyback either on phase one, which has just finished, or on phase two, looking at social impact bonds?

Susanne Rauprich: That's an opportunity that we are obviously looking at. We should take advantage of that.

Charlotte Hill: We've been in touch, but we'll certainly be following up on that, because, again, we are looking around social impact bonds and bonds particularly around investment for young people who have been excluded.

Q55 Ian Mearns: Probably going back 15 or 20 years, the NYA was pretty much data rich back in those days, wasn't it?

Fiona Blacke: It was. Those were the days when we were funded by the Government to do that.

Q56 Ian Mearns: In the absence of that infrastructure, is the fact that you are all here, and representing fairly diverse parts of the youth programme that is out there, not an opportunity to bring some heads together and commission some joint research between the different organisations at the table and bring in others? Let's have a go at that, because it seems to me that we are using a bit of a scattergun approach at the moment and not getting any great results from it.

Susanne Rauprich: There are two different elements to that. On the one hand, the issue is the data. They are very simple management information data. About three or four years ago, we did a study that looked at the management information needs for the voluntary sector and we found the same picture. If we asked

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organisations such as the Duke of Edinburgh award, they would be able to give the answer just like that because they had invested really heavily in management information. What is needed is quite heavy investment. To put in the system and manage it, we priced at something like £2 million. We do not have £2 million to put into something like that. It would probably have to be a central investment, or a wealthy backer would have to be found from somewhere. That is why it has never been established. Social impact tools are a little easier.

Q57 Ian Mearns: I am wondering whether the sector in conjunction, say, with the LGA could start talking to each other.

Fiona Blacke: We are. We are talking together. There are incredibly rich and quite strong partnerships between all the organisations that are here. That is one piece of work that we have not done. It is certainly something that we could do.

Charlotte Hill: We do all work together, but we need to do it a lot more. There is a lot more we could all do together. We are all aware that there are lots of shared things. Tools for evaluation is a sector that we must put our heads together on a bit more.

Q58 Damian Hinds: Given the challenge and where we are on the timetable, how do you see payment by results working in the sector, and when?

Susanne Rauprich: We would welcome payment by results. It is an interesting concept. It lends itself to some areas where outcomes can be clearly specified, so for universal services it is a little more difficult. It is probably easier for some targeted youth services. We hope that we can commission someone to look at that in greater detail. It will not be before the end of this inquiry, but we hope to keep you informed as it develops. Obviously, there are certain issues with the payment of results. One of them is how voluntary organisations in particular manage it, in that the risk is obviously passed on to the provider.

Damian Hinds: Partly.

Chair: It depends who is commissioning it.

Q59 Damian Hinds: You do not have to design it badly; you can design it well.

Susanne Rauprich: Absolutely, so that would be our main concern. Payment by results is based on that principle. Organisations have to guarantee that they deliver and are therefore paid for it. There are risks, which might be difficult to bear, particularly for smaller organisations. Our reservation is that you would have to be imaginative and make sure that the funding schedules would allow the smallest to participate.

Q60 Chair: It seems an extraordinary failure that you cannot make a better fist of explaining what a difference you make. If we look at youth, in particular, we have NEETs now. I know that it is not only about avoidance but enrichment as well, but throughout the period of the previous Government, the number of young people not in education, employment or training just went up and up to 2007, when there was record economic growth—and more NEETs. Of

course, there has been the downturn and the problems, and the figure has rocketed again.

There are a million such young people, and to an extent, we are hearing, “You have to keep the status quo, because we do a great job. We have no evidence for that, but please support us, and these dreadful cuts will hurt young people.” To an extent—I am taking the controversial view—people are saying, “Young people have been let down. Something has gone pretty savagely wrong, and the very groups that work with them and have a particular duty to work with the most vulnerable do not seem to have come forward. They don’t seem to be able to evidence their ability to help stop young people ending up in the dead end, where a million currently find themselves.” Discuss.

Fiona Blacke: Organisation by organisation—whether or not it is a Connexion service, and I have run one—they can evidence that to you. Individual organisations, as a sector, cannot do that. Part of that is because of the diversity of the beast that you are talking about. It is almost difficult to describe us as a sector. We are so different—from the very local to the statutory service, to the private deliverer. The funding streams from the Government have been so different. NEETs programmes would have been funded by the Learning and Skills Council and the Department for Business, Innovation and Skills. Funding for youth would have come from local authorities, ring-fence funding would have come from here and money for participation would have come from CLG. You name it, that’s where it’s been. The sector has struggled as a consequence of that.

Q61 Chair: As we write a report that makes recommendations that the Government have to respond to, do you want to add any thoughts on recommendations that we can make? Because times such as this come periodically—as long as we haven’t ended boom and bust—it is very important that the value that you deliver can be evidenced in such a way that decision makers with limited pots can allocate you money. At the moment, they appear in many places not to be doing so.

Charlotte Hill: I certainly think that some capacity-building within the sector would be hugely valuable as a recommendation from this. I agree with you that the bigger organisations are able to do it, but lots of organisations out there don’t. They have never properly invested in evaluation and in really recording in a meaningful way their outcomes, outputs and impacts. They have been doing fantastic work, but they have not necessarily had the tools to measure the impact. It is a huge bit of work that could be supported as a recommendation from this.

Q62 Chair: Of course, if local authorities have the overriding duty for the well-being of their young people, which they do, they should have been working out what part you play in delivering their ability to reduce NEETs, to enrich people’s lives and so on. I wouldn’t put it all on you.

Charlotte Hill: Just quickly on payment by results, a lot of the feedback we have had from smaller organisations suggests that they have two problems with commissioning. First, if you are not a big

organisation you might be the best placed organisation locally to deliver, but you cannot engage in the commissioning process. Secondly, payment by results prevents you from being able to do it, because you would need some sort of part-payment up front.

Q63 Chair: It doesn't have to be broken down to that level. Someone who is being paid by results can, even without massive amounts of rich data, decide that they believe that in order to deliver the outcomes on NEETs or whatever they are being paid for, actually, youth services are part of that. They can decide to invest money and pay it to commission the service without requiring endless data collection, because they believe actually, it is part of a joined-up approach.

Fiona Blacke: Health services, I have to say, are traditionally much better at commissioning in that kind of way than youth services.

Q64 Damian Hinds: It is absolutely crucial for the smaller organisations that have to blossom that first of all there are mechanisms. To return to the conversation I was having with Susanne and Fiona, you don't have to design these things badly. There is a role for you people as leaders in this sector to make the case for how you design those things well. Secondly and critically, for the smaller organisations in particular—but even the bigger organisations, frankly—the last thing anybody wants to do is to drown them in a sea of measurements. There have to be judicious, sensible ways of doing these things which let people get on with what they do best. Sorry—I realise that these are supposed to be questions, not statements.

Chair: You're following my bad example.

Q65 Neil Carmichael: What's clear from this evidence session is that there really isn't any planning strategy, or whatever, for youth services. What sort of shape should we be thinking of for such a strategy in terms of our final conclusions? How should we deal with the fact that you are obviously having relationships with so many different structures, some of which are not necessarily accountable and some of which are clearly not talking to each other?

Fiona Blacke: I think I'd be rich if I knew the answer. That is an incredibly difficult question.

Charlotte Hill: I also think it's quite difficult to have an overarching strategy. The fact is that if the Government want local authorities to make decisions at a local level, it is up to the local authorities how they want to commission the youth services and what they want to spend their money on. I don't see how, at a national level, it is possible to do that if you are really meaningfully saying, "You're making your decisions at a local level."

Fiona Blacke: But there is something about standards. Inspection looks like it's going to go for youth services. We need to have some nationally agreed standards for what a great local youth service should look like; I think that would be helpful. I am not saying levels and I am not talking about prescription, but I think a shared view about what good looks like might be helpful.

Q66 Chair: Or outcomes.

Fiona Blacke: Or outcomes.

Q67 Neil Carmichael: I am now straying into territory on which I haven't really done any research, but I am making an assumption because we are going to Helsinki and Berlin as best practice then good practice for us to see. Have you thought of looking in northern Europe, for example, and asking several questions, such as how is delivery organised, is there any sort of benchmarking, and are there any structures that effectively ensure that best practice is shared?

Chair: Susanne?

Susanne Rauprich: Well, as you can tell from my accent—

Neil Carmichael: I'm from the north-east, so don't worry.

Susanne Rauprich: Anyway. I wish we had more opportunities to look a bit broader, to see how other people run certain things. As NCVYS, we have ourselves been to Berlin, in September. We went, for example, to look at a system of accrediting volunteers and their achievements, because we think that that is a really good scheme which, ideally, we would like to import into this country. It would be about recognising the efforts of volunteers and certificating them in some way, so that they are more widely recognised. So, yes is the answer—we do look elsewhere and see where we can learn from best practice. I am sure others have as well.

Fiona Blacke: We now run for the British Council the European Youth in Action programme, so we are hoping that that will provide some opportunities for the whole sector to look more broadly across Europe.

Charlotte Hill: Just to add, we are a member of an organisation called ECYC, the European Confederation of Youth Clubs, so we do a lot of work with colleagues across Europe. In fact, we have invited all the chief executives and presidents from across Europe to come in May—they are all coming to England and we will be looking at some of this shared practice of our new areas. There are lots of examples of sharing practice.

Liam Preston: We're the national youth council of the UK, so we engage in the European Youth Forum and speak to other national youth councils across Europe, again to engage in best practice as much as possible, and to see if it works and how best to assimilate it.

Q68 Tessa Munt: A Government report in 2002 said that perhaps we ought to aspire to having one youth worker to 400 young people aged 13 to 19. How far along that route might we be? Charlotte's pulled a face, so—

Charlotte Hill: I was just thinking that I have no idea how near, or not, we are to that. I assume we are absolutely miles away from that. I don't know if you have got statistics?

Fiona Blacke: I've got 2007 statistics, which suggest that there were 8,273 full-time equivalent staff employed, which was an average of 46 per local authority.

Tessa Munt: Great.

Fiona Blacke: Compared with 51 in 2006—even then the trend was going down.

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Q69 Chair: Do you have any figures further back?

Fiona Blacke: Again, the trend seemed to be going down in that period, I think. I can certainly let you have these statistics.

Q70 Tessa Munt: That would be helpful, thank you. The other thing I wanted to ask you about particularly was what the practical effect of removing higher education funding from the courses for youth work will be, and about the practicalities of the realism around whether professional youth work should hold an honours degree or not. May we explore that a little bit, please?

Liam Preston: Obviously, the British Youth Council was opposed to the raising of tuition fees. We think that will have a huge impact on young people aspiring to go into doing youth work. I think it has already been mentioned, those young people who have volunteered or who have possibly even gone through youth services themselves will often aspire to and want to continue into that field. This £9,000 has become a barrier—

Q71 Chair: Can you explain how?

Liam Preston: Because you obviously need to have a degree to be able to participate in that area. It is the feeling of some young people that that fee is too much for them to want to go and aspire to do that particular job, whereas previously, as mentioned, a lower qualification was needed.

Fiona Blacke: Perhaps I can add a bit of detail to that. Let us start at the end of the question and work back. If we are looking for highly skilled professionals to engage with young people, many of whom are marginalised, disadvantaged and mistrustful of adults, in a way that develops such young people but is not formalised by a classroom setting, then, yes, you need people who are qualified to degree level and whose practice has been assessed in the field by other qualified practitioners, so you know those people are good enough to do that job. I would argue all the time that it is at degree level, it is a profession and it is a degree-level profession.

The challenge with HE funding and the changes in the funding mechanisms is that, in the past, youth work degrees were funded in such a way that they had additional funding to enable the practice element to be paid for. They are expensive degree programmes, because half the time is spent in assessed practice, and there is the academic study. The changes in the funding formula will mean that that additionality is gone, which means that if universities continue to fund them in those ways, they will have to find those funds themselves or pass them on to the students. That makes it a very expensive option—

Q72 Chair: Sorry, they will find it by having a fee that is appropriate. Is that right?

Fiona Blacke: Yes.

Q73 Tessa Munt: Sorry, they were funded—can you say that again?

Fiona Blacke: The standards for those programmes are set by the profession. If universities want to continue to deliver those programmes, they will have

to find the additional funding, either from within their own resources, or indeed, by handing that on to the student, I believe. That will make that incredibly difficult, particularly when historically, those coming into the youth profession were from a non-traditional entrant background. Now, we are only looking at those courses that are known as the science, technology and engineering courses getting that higher level of funding under the new HE funding formula.

Q74 Chair: I don't want to rehearse the whole tuition fee debate, but with the threshold raised to £21,000, the monthly payment lower than it was before, and those in low-paid work having the entirety of any remaining debt written off after 30 years, surely the message you should be sending out to young people is that they will be paying less per month than they were before. They will have anything extra written off, it can be put in the fee, and they can afford—

Fiona Blacke: Can I separate out—

Q75 Chair: If you are sending out the message to young people that the fee will be what puts them off, that is a misrepresentation and it risks people—

Fiona Blacke: Graham, I don't think I'm saying that. What I'm saying is that universities will choose not to run those programmes because they are expensive to run. So, if you have a choice between running a general social science qualification and a youth work degree, you'll choose the general social science, because it will cost you less. Therefore, we will not have professionally trained youth workers.

Damian Hinds: Degrees and professional training are not necessarily the same thing, just en passant. You can have professional training without a degree course, to be clear.

Chair: So, the risk is that fewer courses would be available and therefore, fewer places available for people who are prepared to do it, rather than perhaps the point that was made—although there could be this perception, especially if everyone keeps telling people that they won't be able to afford to go—that people would be put off going in the first place.

Q76 Tessa Munt: Have any of you anything to say?

Susanne Rauprich: Just one comment, which is that the youth sector work force is incredibly diverse. The majority of services to young people are run, delivered and developed by volunteers, but they are then supported by a range of other people. What, I suppose, collectively we would say is that you have to have a work force in place, which really provides opportunities for all sorts of people, and therefore they need to be trained in different ways, depending on the function and the role that they do.

Fiona Blacke: Absolutely.

Susanne Rauprich: So, you have volunteers, and there are some very good support and development programmes available for volunteers. You have part-time and full-time youth workers. You have managers, specialists, generalists, arts coaches, sports coaches, and all sorts of things. Some of those can go through apprenticeships, some through in-house training, and some need to go on a university degree course. What

you must have is that sort of range in order to have a work force that can meet the diverse needs of young people.

Q77 Tessa Munt: Which is a good example to young people who are accessing the services anyway.

Witnesses: Absolutely.

Q78 Tessa Munt: Charlotte, did you want to add something?

Charlotte Hill: I reinforce completely what Susanne has just said about there having to be an entry point for everybody, because that is exactly it. The people who often become the best youth workers are the people who have been volunteers themselves. People who can engage young people the best are those who understand their needs the best. I guess it is just that there has to be that basic foundation level entry for everybody, and there will be different routes in, in exactly the same way as Susanne said.

Tessa Munt: I want to ask another quick question, if I may, but it is not related to training. Is your question related to this?

Q79 Charlotte Leslie: Yes. I may be completely wrong, but from my experience, there have been people working out of, say, sports clubs, who are just volunteers. They are, in practice, some of the best youth workers that I have ever seen. They have not gone anywhere near a degree in youth work, but they are brilliant. Are we being too narrow in our definition of youth workers and are we closing the gate when we do not have to?

Susanne Rauprich: Those sports coaches usually have a specific designated role.

Q80 Charlotte Leslie: No, they don't, because I have a long history in amateur sports clubs and I know young people who have been through a club and just start helping the coach. They do not have any professional qualification whatsoever, except for a CRB check, and they are absolutely brilliant. I would not need any more proof than what they are doing that they were up to performing those tasks with young people. Are we being too narrow?

Susanne Rauprich: I'm sure you are absolutely right, but they probably got to that stage with the support of somebody who had been around longer or who might have had a professional background to get them to the point of being absolutely brilliant in their interactions with other young people.

Fiona Blacke: I argue that you could have five games of football led by sports coaches and four of them would be brilliant games, in which young people learn a lot about their sport, have a great time, and enjoy the interaction with the adult. One of those games would be youth work with a professionally trained youth worker, and it would involve a deliberate educational approach—the football is just a vehicle for the learning. That is the difference.

To give a quick example, I recently spoke to a doctor who works for PricewaterhouseCoopers. Through Common Purpose, he had been sent out on a placement to a detached youth work project in Leeds. He went out three times with that project and the first

couple of times he didn't get it; all he could see was someone standing on a street corner talking to people—he couldn't understand the process. The third time, he saw the educational process happening and the dynamic. It is hard to understand youth work—sometimes we look at things and say, "That's a game of table tennis." Four times out of five it might be, but one of them might be youth work.

Charlotte Leslie: I wonder whether there is a misunderstanding in your estimation of what's going on in amateur sports clubs. I completely see what you are saying about education and the wider purpose, but perhaps it would be worth looking a bit more closely at the education that also takes place in purely amateur sports clubs.

Q81 Chair: Susanne may come back on that. Should we make any recommendations in the light of the possibility that there will be a reduced number of youth work degree places? Is the current requirement right in terms of a professional qualification, such as a degree? Are there any recommendations that could maintain the professionalism and yet ensure the access and numbers of people coming through?

Susanne Rauprich: May I just assure you that we recognise the value of what goes on in amateur sports clubs. For example, we are currently working to deliver 25,000 accredited training opportunities, mainly to volunteers, a large number of whom are from those sports scenarios. So we absolutely recognise and value the contribution that individuals are making. Don't go away thinking that we do not see that as being part of the system.

Charlotte Leslie: That's great.

Susanne Rauprich: Fiona will have something to say about higher education. In terms of recommendations, however, we think that there is a big gap in entry-level qualification in youth work with lower guided learning hours. There is a gap in creating a pathway that is universally recognised, right from the volunteer entry-level to HE. I suppose that the HE recommendation would be that the funding formula should not be changed.

Fiona Blacke: That would be the recommendation we would ask for. I entirely endorse what Susanne has said. Successive Ofsted inspections have shown that best practice is where there are services strategically and professionally managed by professionally trained staff. We need the mix of them and we need an infrastructure that enables people to get the appropriate level of training, wherever they happen to come in.

Q82 Tessa Munt: I would like to have a sense of what you think the input is of faith-based organisations into youth work. We were talking a little earlier about the Friday and Saturday night-out provision. My experience in a rural area is that that is almost only ever provided by the Christian church or others.

Susanne Rauprich: It is enormous and diverse. The main Christian denominations all do youth work in their parishes, and we know that that is going on in other denominations. Our main concern is that a lot of churches have cut or are reducing the national support

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structures, and the churches themselves are not investing as much as they really should into supporting the work that goes on in parishes on the ground. We also have an issue with some of the Jewish and Muslim work not necessarily being recognised at national level as something that reaches disadvantaged communities in a very effective way. For example, the outcome of the latest round of the Department for Education's grant—I do not think I have seen a single faith-based organisation that made

it through to stage 2. That has been the trend over a number of years so there is a bit of concern there. But absolutely, quite often faith-based organisations, because they have a very strong value base, are the most effective ways—particularly for those lacking a sense of community—to engage in some of the most challenging situations that they find themselves in, and there is an awful lot of good work that goes on.

Chair: Any final comments on the subject of faith groups? No? Thank you all very much indeed.

Wednesday 9 February 2011

Members present:

Mr Graham Stuart (Chair)

Neil Carmichael
Nic Dakin
Damian Hinds

Ian Mearns
Tessa Munt
Lisa Nandy

Examination of Witnesses

Witnesses: **Mark Blundell OBE**, Executive Director, Salmon Youth Centre (Bermondsey), **Meg Hudson**, Beaver Scout Leader, **Rebecca Salawu**, Salmon Centre User, **Jason Stacey**, Head of Policy, Media and Research, YMCA England, and **Derek Twine CBE**, Chief Executive, The Scout Association, gave evidence.

Q83 Chair: Good morning. Thank you for joining us today and for helping us with our inquiry into services for young people. It's good to have a full panel to talk about this today. This is our second witness session, and what we are aiming to do is provide a platform, through this inquiry, to examine and understand the value of youth services, any threats that they face and the benefits that they bring.

At the moment, we have cross-party agreement on the need for early intervention, and a particular focus on early years, but we also have an understanding that intervention in adolescence and during other periods is equally appropriate. As a general opener, could I ask you to make the case for why youth services, in particular, should have their funding streams maintained at a time when there is limited resource and an increasing focus on getting children on the right track at the earliest possible moment in their lives?

Derek Twine: One of the key points for us, in terms of the youth work provision that we offer through the scout movement, is that it is inter-generational. So a huge number of the adolescents who engage in youth transactions with their own youth worker or scout leader are also engaged with the youth leadership of six-year-olds, eight-year-olds and 10-year-olds. The interventions—the activity that they're doing as volunteers in their community—are as directly beneficial to those six, seven and eight-year-olds as they are for the acquisition and development of leadership skills and community cohesion across those generations. That is not only in their families, but in the place where they live. We believe that that is just as important in the programme that we offer to 14, 15, 16 and 17-year-olds as their own personal development and personal relationship with the adult leaders, who are taking them through their own growth in reaching their own potential in a wider programme. The core of what we do, therefore, creates the acquisition of leadership skills in the community, inter-generational activity and young people's personal development as they move into adulthood.

Q84 Chair: Do you think there's a real opportunity to make more use of young people in leading and managing youth services, both in order to live within the limited resources of the day and to give a more positive outcome for young people?

Derek Twine: I think there's huge potential to build on the benefit of it, but I would take issue with any concept that suggested making use of them. I'm sorry to pick you up on the detail of the vocabulary, but that is an important issue about valuing young people for their own personal development, rather than using them to pick up where youth services are being cut in other forms and other places. I'm sorry if that sounded tetchy, but that subtle distinction of vocabulary is really important to our whole philosophy of engagement with young people.

Q85 Chair: Yes, but if you can both fulfil that latter point and create a more fulfilling experience for the youngest and the older young people involved, you have a benefit all round.

Derek Twine: We're in the same place.

Mark Blundell: When you do that, you must ensure that the experience is for the young people at the level that they're at. In the work that we do, wherever that young person is, we're looking to move them on to the next phase. Certainly, what we want to do is give young people the experiences at the level that they're at.

On your initial question, as a society and, more generally, as a community, we have a responsibility to help our young people to grow into the adults that they can be and that we want them to be. Part of that is giving them the responsibility, but, for me, that is the role of youth work, which is what we want to do. We need to invest in that, so that, in future, we have adults who can contribute to society and to the communities in which they live.

Q86 Chair: So, Meg, do you think there's an opportunity for young people to have more of a leadership role?

Meg Hudson: Yes. I didn't start until I was 16, because I lived in a city. Then I moved, and I live in Derbyshire. Without the scouts, I wouldn't be here, because the support unit that I had from my leaders was absolutely amazing. I had a lot of family problems. I got kicked out of my family home and ended up living for a couple months with my scout leaders, because I felt confident that I could talk to them. It was a lot easier than talking to a counsellor, because I was quite a troubled child. Then I ended up being formally fostered by my scout leaders' parents. That has helped me build my relationship with my

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family back up, because at the time, I went into self-harm and stuff like that, and I wouldn't be here without the support that I had.

Now, I have had so many opportunities. I've done my gold Duke of Edinburgh because I had that opportunity from my leaders. I got a phone call one day saying, "Do you want to go canoeing?", and I was like, "Yeah, fine. Let's do it." Now I've moved back in with my mum—just before the new year. That break gave us both an opportunity to understand what was going on.

At the time when I got kicked out, I was failing my college course. I did a BTEC national diploma with my scout leader's help, and I did the whole of my course within two weeks. It was absolutely rammed, but we managed it, and I got through my second year. I'm now in outdoors activities leadership and coaching, doing a BA at university.

Basically, without my leaders or that unit, I wouldn't be here. Now, I am a leader, and I want to give other kids that opportunity to go on DOE or whatever they want—ask the kids; it's their choice and their life.

Chair: Thank you very much. Rebecca, do you want to come in?

Rebecca Salawu: I started going to my youth club when I was about 14. I remember one time in particular, when we went on holiday. That's the only reason why I started it, because all my friends were going, and we got to go on a trip to South Africa. I realised that it was good, because obviously you can't just go to the trip and you have to go to the club—they don't just give it to anyone. So I started going, and then I obviously really started liking it.

I remember that when we came back from South Africa, the building had been closed down for a number of weeks, and the things and habits that I used to do before, I got right back into them straight away. You don't realise how fast you fall with things like smoking and drinking, because I got knocked out of a routine. I tried to go back. They tried to do courses and little programmes to get us coming back. They got a temporary building and things like that, but I didn't go back, and a lot of things fell apart in my life then.

I had moved out on my own very early, because I didn't have a relationship with my mum at 15 or 16. Although I had things around me, like friends and stuff, I distanced myself from them. I felt that no one really cared, but the youth centre, no matter what age you are when you walk in, never turns you back.

When I was 18 or 19, I'd be walking in to say, "Yeah, I want to start my sports again," and they'd be like, "Oh that's brilliant. Let's do it." But I wouldn't go back, because it was really hard to get into that routine. At 21, I was really unhappy in life, because I had dropped out of university—I couldn't afford it, because I was living on my own. I went back on to benefits, which made me feel really low, because I was just doing nothing.

I literally just walked past one day, went in and spoke to one of the directors. I said, "Can I be gapper? I want to do a gap scheme and work-based training." They said, "Well, you show us commitment, and we'll show you commitment and help you." I started volunteering when I could. They squeezed me in

anywhere. I couldn't even do a whole club, because I was working full time in retail, so I was coming in for an hour in one of the clubs, which was late at night. They always offered help and one-on-one support, and never ever turned their back on you. Youth work doesn't end when the doors close at 10 o'clock; it never ended then. You could phone up, or walk in at any time.

Now I'm doing the gap course, which is something that I really enjoy. I've never been a believer in putting all your eggs in one basket, so I've studied other things that I liked, such as animal management. It's just great that I got given it at 21 years old—I am 22 now. You wouldn't think that a youth club would still be helping me, but it is, so it's pretty great. I would not be here, or get to do stuff like this in Parliament.

Jason Stacey: Good morning. YMCAs across England work intensively with 125,000 young people every year and, on top of that, with an additional half a million young people. They all have varying degrees of need. Within the 125,000 will be people who come from the most desperate of backgrounds in terms of family breakdown and potential abuse. The role of YMCA is to support not only in accommodation, but through education, training and getting the backing of the community.

While we agree with early intervention stuff—clearly the earlier we can intervene, the better—we have to deal with the situation as it is now. We are still having people coming through at 15, 16 and upwards who have problems and are likely to for some time. At the start, you asked about using early intervention money and why we should have the support of youth work. It impacts on other policy areas.

For example, Ashington YMCA is part of the Northumberland Federation of YMCAs. It recently reopened a youth centre in the town and put in five members of staff. Since last September, crime and social disorder has reduced by 11%. The police have directly attributed that to the fact that we now have 40 to 50 young people going into the youth club every evening. That is an actual example of when investing in a youth service and facilities for young people is having a direct positive impact on the law and order agenda.

Chair: Thank you. I call Nic next.

Q87 Nic Dakin: Will Derek, Mark and Jason briefly describe the services that they offer young people?

Derek Twine: A headline summary is that our primary focus is on the personal development of young people. We provide for an age range of six through to 25 in our young person's and youth membership. We have an organisational membership across the UK of more than 500,000. There are 100,000 adults in membership of the organisation, just over 72,000 of whom are directly engaging with young people. Nearly 30,000 of them are involved as trainers, supporters, councillors and instructors. That gives you a feel for the scope.

In our community are 7,500 local scout groups. The detail of what they offer is determined as much by the young people in the focus of the activity as it is by a core programme. We provide for the training of those

adults, whether in the trusteeship responsibility or a youth leadership role. As I mentioned earlier, a high proportion of the adolescents also participate not just in their own development through our progressive award scheme, but through youth leadership schemes of other age ranges. For the adults, we provide training—done by volunteers—that is NVQ accredited at levels 1 and 2. It gives a feel for the community.

Each local scout group is responsible for its own level funding. We have central funding and local level funding. They are responsible for a generation of their own local funds. That gives a feel of the skills set by interpolation. I can run through those as well, but there is a wide range of practical skills and evidence base for the difference that it makes for those young people and the volunteers in the community.

Mark Blundell: The Salmon youth centre is based in Bermondsey, so we are locally based. We are a youth work agency, and our purpose is to help young people through our programmes and activities to make the transition from childhood into adulthood. We have a range of activities, sports, arts, educational support, recreation and leisure. We have fun at the centre. We are not boring, and why we have a bit of profile is that we are actually one of the new generation of big new youth centres with Myplace programme. We started our build programme just before Myplace, although we managed to squeeze a little bit of money out of that to finish it off. It is £11 million worth that we built, so it is a state of the art, first-class facility. I have some stuff that I will give to the secretary to pass around to all of you. You are welcome to come round—it's three stops on the Jubilee line.

Jason Stacey: The YMCA has been in existence for 167 years, so it is not a new organisation. There are some 135 YMCAs at the moment, serving some 300 communities. The first thing to emphasise is that every YMCA is different. If you walk into a YMCA in St Helens, the services offered are very different from those offered at the YMCA in Bridgwater. On a general level, we provide accommodation for 7,000 to 8,000 young people. It is not really hostel accommodation—although there is some—it is about the support. How do we get them through training and support and back into the community? We have a supporting families theme around that. Young people do not grow up in isolation, so it is about how you support their families in terms of things such as day care, crèches, after-school clubs, youth centres and so on. We have an education training arm called YMCA Training. Last year, 18,700 went through YMCA training and employment programmes. That included 2,700 young people being placed in apprenticeships and advanced apprenticeships. We are also the largest voluntary sector provider of health and fitness. We have 50,000 members of our fitness clubs, and some 26,000 young people take part in YMCA-organised fitness and physical activity every week.

Q88 Nic Dakin: Rebecca and Meg, you gave us some very powerful personal testimonies of the impact on you of being involved in the organisations that you described. What sorts of activities have you done in the scouts or the Salmon centre? Are your

stories exceptional, or looking round at your contemporaries, are they typical?

Meg Hudson: My story's a bit out there. It is different. I am a leader now, and we stick to a core programme of activities, such as badge work. I have got into the outdoors through scouting. The range of stuff we do is incredible. You are teaching children life skills. One of the badges we do is arts and crafts. With my Beavers, the six to eight-year-olds, we plastered the hall in paper, gave them paint and said, "Go and do what you want." There is a core programme that we stick to, but we give the kids a chance to say, "We want to do this", and make it relevant to what they want to do.

We do not want to be like school, because kids go to school and hate it and have to do what they are told. We do not want to be like that. We want to say, "Come to us. We're going to have fun, but you will learn at the same time." Kids learn through doing, and I learnt a hell of a lot through scouts, such as simple things, like camping. I know how to cook, clean and tidy up. There are a lot of kids that come and you walk into their tent, and you say, "What have you done? It's a bomb site."

It gives parent the opportunity to see what their children are like. My mum used to be like, "You're Meg. You're a younger version of your sister." She always compared me with my sister. I am completely different, and it has given her the opportunity to see that I am not a mirror image of my sister. I am doing an outdoor Bachelor of Arts. I would not be doing that without scouting. I have done my gold Duke of Edinburgh. I went canoeing along the Caledonian canal and up through Loch Ness. It was the best thing I've ever done. I want to do it again, but with university—a different group of people—and give them the same opportunity that I had, but not through D of E, just as an experience.

The reason why I am a leader is for the kids, but I also do it for me, because I have a network that is 18 to 25-year-olds. I'm going mini go-karting next week; I do it for me. I go camping because I want to, but I like seeing a child progress up through the ages, somebody I've been helping out. I got my young leader belt buckle, which for me was massive. There are only three of us in our district who have got it, and I'm one of them. We had to work with our leader and do a lot of things; there's a specification that you have to stick to, so you have to get all of these points, but then you do extra things for it as well. I set up a camp, and I've helped set up a group at Chatsworth. When I started the group was tiny, but we're massive now. We have two beaver troops, a full cub pack and just about a full scout pack. I'm also the explorer leader, which is 14 to 18-year-olds, so I've moved through explorers and I'm now their leader. I just want to give children the opportunity to do whatever they want.

Rebecca Salawu: We do so much in Salmon youth centre. It's not only the basics, but we have all different age groups. We have six to nines, 10 to 13s, then we have 13 plus. Going from 10 to 13s to 14 plus is one of the most intimidating things, because they are all bigger, louder and more rowdy. 13 plus is a recent thing, and it's an hour before 14 plus on a

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Friday, so they're there first and when the 14 plus come they can stay for a bit. Then we have the more specific things like the studio, because obviously there are loads of different types of music, so we have just recently got a person who does rock—guitar, drums and stuff—and people who rap and sing. We've got art, we've got an IT suite, we've got a sports hall and we've just got a new gym as well, which is really good.

Q89 Chair: How structured is it? The scouts have a uniform, an ethos and a real sense of belonging. People may have freedom to do a lot of what they want, but there's also a structure that guides them. To what extent is there a structure?

Rebecca Salawu: There a structure in that there's a weekly rota. We don't have a uniform; we have casual clothes with the logo on, but that's just for the staff. That's just to separate us a little bit. We're structured in that way, but we don't have a standard formal school setting; we're very informal. It's just wicked; we've got a chapel as well, and they provide lots of one-on-one work along with a lot of group work as well. In my new role in the centre as a gapper I get to take leadership on a lot of things as well, so I get encouraged to trust my own instincts; I don't get given the answers any more. Sometimes that's a bit rubbish, because I like being given answers. I'm trying to plan a trip, and instead of everyone telling me, "Oh, this is what you've got to do," they say, "Well, maybe try this way or try that way." That's really cool, because that will help me wherever I go, taking leadership.

Q90 Lisa Nandy: It sounds as though you both feel that young people having an input into their services, and ownership of those services, is really important. Is that right? You having a role in designing the services and activities that you take part in is really important.

Meg Hudson: Yes, because it brings it away from school. School is something you have to do, whereas children are choosing to do scouts or to go to centres. It gives them time away from parents and opportunities to do anything they want. I've got a child going to Sweden with the jamboree, and she said she wanted to do it, so we've got her going. They choose to do it; it's not compulsory.

Q91 Lisa Nandy: Having an input into the activities that you take part in is really important for young people wanting to come and use those services. Can I ask some of the other panel members whether that is a universal experience, or whether we just have people here who are really good at doing this?

Derek Twine: You have touched on something that is at the very core of scouting and many other youth services. The whole process of the service enables that growth into decision making and taking responsibility, whether that is for the immediate group, as the two members on the panel have described, or for the wider group within their own organisation. We have youth trustees at every level throughout our organisation. Those are reserved places, but that has ensured that they are not put to the side in a separate panel, that they have ownership of the organisation and

ownership of the programme. Even the very framework, which the Chair has mentioned, is influenced and determined by the input from young people at UK-level trusteeship, as well as in our working groups.

The very processes are transferable into other environments—when becoming a young adult or moving into the community, whether that is in a job role, a family role or a civic role. That is the core of what we do, why we do it and how we do it. It is not just the activities—they are the vehicle to get to the skills set, which is transferable.

Q92 Lisa Nandy: It sounds, from Meg's evidence in particular, that the Scout Association is very good at creating that transferable skills set. Is that the case across the board or are some youth services better than others?

Derek Twine: I wouldn't make a value judgment on that. You have to take it on the basis that each of the providers of an element of the youth service offers its own uniqueness. We would not say that one is better or worse than another.

We are unique in the scout movement, because we are part of a international movement. That is different from being a one-off club or organisation that focuses particularly on the arts, exploration, or other forms of community work. It is not that one is better or worse. It is important for us that the expression of what we do is determined by the young people and the volunteers in their local community. That is how they choose to do it.

Mark Blundell: One of the things that we have struggled with over the past 20 years is that resources have become more and more targeted—they have come with labels and so on. People have had to move in particular directions as opposed to providing that more open-door and universal service that young people can come into.

If we do not provide a universal service that everyone can access—all young people, not just those who need it—it is quite short-sighted. We would probably end up paying more money by just having targeted provision. We need that universal service, where young people can choose to come in, in their leisure and recreation time, and associate with their friends, develop, grow and so on.

Q93 Lisa Nandy: So do you welcome the Government's National Citizen Service?

Mark Blundell: It performs a function. One of my issues with it is that it is only short term—for three weeks. Rebecca and lots of other young people started with us when they were six years old. We have got 22-year-olds now who are young volunteers, who have grown through the club. It is about the relationships that we build with young people, which are on offer—always. Rebecca said to you that young people disappear and then they come back, because we are part of the community and they know that it is a safe place where they will be cared for.

Q94 Lisa Nandy: May I ask Rebecca and Meg about that? Do you know much about the Government's National Citizen Service?

Meg Hudson: I had not even heard of it until yesterday.

Q95 Lisa Nandy: But you know that its basic structure is a seven to eight-week programme that will run over the summer for 16-year-olds. The idea is that you get together and do structured tasks. Does that sound attractive to you?

Rebecca Salawu: It's for 16-year-olds, right? That is the year we break up—it's the year we look forward to finishing school early. To be quite honest, I don't know what it offers us. I couldn't see myself willingly giving up my summer holidays for that. I'm not saying that it would be bad; all I know is that it is a three-week service that helps with the transition into adulthood.

The best thing about my situation was that it wasn't a course that I thought about—I walked past the youth centre, I was feeling a bit low and I thought, "I just want to do something." Something like the National Citizen Service will help with work experience, but it's just for three weeks. I couldn't walk past that building for the rest of the year. And you know what? I need help.

Meg Hudson: I got involved with scouts because somebody said, "Do you want to come camping?" It wasn't out there—I don't really know how to explain it. I wasn't told that I was going, basically. At the age of 16, I wouldn't give up three weeks of my holiday, because you've just done GCSEs and you've just had full-on school. Yeah, it's with other 16-year-olds, but they're not necessarily your friends. You'll make them once you're there, but you don't realise that when somebody's telling you, "There's this to do." I wouldn't want to go away for—is it a week's residential?

Lisa Nandy: Yes.

Meg Hudson: I wouldn't want to go straight away at 16 on a week's residential with people I'd only just met. Whereas with scouting it's a long process and you're in it for life, basically. You don't have to be; it's just a choice. But during that first three weeks of my scouting, I was the quietest person ever, compared with now.

Mark Blundell: That's a key point. It's about developing relationships and offering caring, adult relationships to young people.

Jason Stacey: We would support the National Citizen Service, but it's not a replacement for sustained and regular youth services in a particular area. Anything that adds to the ability of a young person to get involved has to be welcomed. But the fear is that the focus would be placed so much on the National Citizen Service that other youth services would suffer as a result.

To go back to your original question, you asked about young people's involvement and participation. It's a two-way process. Certainly, there are some very good YMCAs that involve their young people in decision making and have them on shadow boards, and we have steering groups. Others are not so good. Our aim at the moment is to embed that across the whole organisation so that there is a minimum level almost—actually, we want to be at the maximum—of young

people participating and having a say in the services that we provide.

Q96 Lisa Nandy: Is there a risk that this will disappear as the funding cuts begin to bite? Is there a risk that this is the first thing to go?

Derek Twine: There's a huge risk that that will go, particularly because the focus will be shifted. We have been talking about the NCS for the past few minutes, which, with all respect, is just for a few thousand as opposed to the hundreds of thousands for whom the voluntary organisations, between us, provide several years' worth of experience, as opposed to just a few weeks. For the same cost per head that the NCS is anticipating spending in the first tranche of pilots we could provide two or three years' worth of the experience, week by week, for young people in the same age range in the total development work taking place across the voluntary organisations.

Q97 Chair: Could you send us a note about that?

Derek Twine: Absolutely.

Q98 Tessa Munt: May I ask one quick question? In the light of what you said, Meg, which is that you're in it for life, may I ask the three of you whether you are able to tell me how many people who are active in the scouts as leaders have been scouts in the past? Of the people who have used youth services of one sort or another, how many have become active in the organisation?

Derek Twine: Even among our youth members, aged 14 to 18, the engagement level in volunteering, both in scouting and in the wider community, is significantly high. About 56% of our youth members are volunteering in their community, even beyond the scout movement. In terms of the origins of our volunteers who take part, just under a half have been in the organisation themselves as a young person. Some of them continue when they go through their 20s, 30s and 40s. Others may return to it at a later stage in life. Then we have another 40-something per cent. who have got young people—children or young relatives—who are in the organisation. They are attracted because they see the benefit and the difference it is making to them, so that is why they wish to volunteer. The remaining 15% volunteer for all sorts of direct engagement, having had no experience before, but they wish to volunteer to work with young people, or to volunteer with them through the scout movement.

Q99 Tessa Munt: I just want you to focus on who comes back into your sort of service. Looking at people who are 40 and perhaps will then become scout leaders, how does that work?

Mark Blundell: We invest a lot in young people. In recent years, we have had probably a dozen young people who are doing what Rebecca is doing now—a gapper, who has done a year with us of full-time volunteering and got experience in training, but has then gone on to other, better jobs, or into higher education. Around our borough, there have been at least seven youth workers who have come through that kind of track.

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More generally on youth work, before I worked where I do now, I was in King's Cross, and some of my young people now are actually running Camden, as leaders and that kind of stuff, because that is what they do.

Jason Stacey: I'd say it was a mixed picture, because there are people who obviously come through YMCA support, but when they come out it's a part of their life that they want to move on from, so it's not surprising when people perhaps don't come back.

One of the things that we do, and where we do see a high level of interest, is things like young consultants, who have been users and who are now effectively engaged by the YMCAs to do work and to interact with other young people coming in. That has proved very successful, because young people like to talk to young people. At a local level, for example on an estate in Newcastle, where we have a centre, we are seeing young people who came to the centre, now coming back with their young people or children. It was such an important part of their life that they are now introducing their children to it. If you want some firmer percentages, I can forward them after the Committee.

Tessa Munt: I'd be interested. Thank you.

Q100 Damian Hinds: Thank you for joining us—particularly Rebecca and Meg, thank you for bringing these things alive with your personal stories, which always make a huge difference.

I am always struck with youth organisations—actually, with all the things we look at on this Committee to do with education and young people—by the examples of brilliance in what people do. You know it when you see it, but you can't necessarily define it. But in a time of much restricted funding, we have to dole out cash in refined ways, and someone has to take the decision about where you put the money for most effect—to get the biggest bang for the buck, in the vernacular. How would you do that?

Derek Twine: In our terms, one looks at the return on the investment, and at building on success, rather than propping up failure.

Q101 Damian Hinds: How do you spot that?

Derek Twine: In our own organisation—

Damian Hinds: I mean more between your organisations. I am asking you to role play as someone in government who sees your three organisations, and hundreds of thousands of others, and somehow has to make judgments about where to put money.

Derek Twine: We do have that challenge with our experiences in seeking funding from commercial partners and through the whole fundraising process. It is quite simple: what are the criteria by which you determine that you wish to give money, and for which we need to provide you with the evidence that we are delivering that? If it is competitive, then you have to make your judgment call on who gives you the results you want to see.

Q102 Damian Hinds: You benefit from a fantastic brand name, which I want to come on to in a moment, but not everyone does and there will be things that the

people distributing the money have never heard of—but they still have to make those decisions.

Derek Twine: That is where the criteria come in and that is where it is necessary for youth organisations such as ourselves to go through impact measures and studies, and to have assessments of performance of the individual, groups, districts and counties, and of the processes taking place. That is something we have responsibility to take on board within the sector in one way or another. The challenge then is whether the items, elements and factors we are measuring accord with the factors that the funder wishes to see measured.

Damian Hinds: I am still asking you to role play. You have got to recommend what those measures should be, because you are expert practitioners in the field. What are the key things that should be measured—and can be measured, which might be a whole other story?

Derek Twine: Does it change lives?

Q103 Damian Hinds: How do you measure that?

Derek Twine: Long-term impact assessment.

Mark Blundell: We have got to be clear about what we are measuring, and what you are measuring us against. For 20 years, we have tried to fit in with the Government saying, "We want you to do this". Let us be honest. We can't do a lot of that because it is not about ticking boxes. It is about changing lives.

I am sure that you all know of good youth projects in your constituencies. You go there, you feel it, you see it and you touch it. People have to make value judgments about what works, but we cannot justify it in the way that we have been trying to do for 20 years. If we could, we would have done so. We haven't, and with the greatest respect, I really struggle when we say that we reduce crime. When it goes up next year, do I claim responsibility for that as well? We play our role. That is what we do. I shall not say that we reduce crime. I am not going to say that we reduce teenage pregnancy. We play a role in that. That is what we do, and people and authorities have got to make those value judgments.

Jason Stacey: It's a very fair question. It is almost a debate between the hard outcomes and the soft outcomes. If people measure a school, they will look at the GCSEs and A to Cs. That is right in front of them. But how do you measure a young person's confidence? How do you measure a young person's resilience? To use the Prime Minister's words, how do you measure how happy someone is? That is a very difficult thing to assess.

It has to be a judgment between whether or not you want a preventative agenda. It is difficult to say that, by investing in the youth service, 50 people come to you who don't go down the road and commit crime. You can't prove that. You probably could prove it, if you took it all away and saw what happened, but we want to prevent it from actually happening in the first place.

The time frame means that we often cannot have results in six months. There is often a lot of pressure from funding agencies and the Government to deliver really quickly. Young people do not operate in that sort of time frame. It is a value judgment. I do not envy people who have to sit and make the decision

because it is often never between a good and a bad choice, but between one good choice and another.

For us, there has to be the hard element. As for the reduction in crime as a result of youth work investment, if everything else had stayed the same and you had invested in youth services and the police acknowledge a reduction as a result of the work, that has to be judged as a hard outcome. But it is much more difficult to place a fine line on the 40 or 50 young people in a youth centre in their personal and social development.

Q104 Damian Hinds: To put it a different way, are any of the five of you aware of any studies or research work analysis that would at least help policy makers to decide which types of stuff or activity—whatever you want to call it—are the things really to focus on? You are absolutely right. It is a choice between one good thing and another good thing.

You know it when you see it, but whoever is running the spreadsheets, which says sadly that money goes here, but not there, has to have criteria and has to have an objective. I know that people must make value judgments as well, but is there anything you know of that would help policy makers to make such judgments?

Derek Twine: From a central, co-ordinating perspective, I do not see anything. From individual organisations and providers, quite a few of us have measures. We have impact reports, but clearly they are focusing on our level of achievement of what it is that we are setting out to do.

The whole of youth provision, the whole of youth service in the voluntary sector particularly, is very diverse. Its strength is its biggest weakness in that case, but we would concentrate on the strength in any one community because there is a number of providers. As for collating the evidence that we would offer to you—whether hard or soft, whether qualitative or quantitative—the challenge is that we are measuring different things.

Meg Hudson: No offence, but you can't really measure scouting from sitting down at a desk. You have to see it to believe it.

Damian Hinds: Some of us have been scouts and cubs as well. We used to be young people ourselves.

Chair: Some of us can barely remember.

Meg Hudson: If someone who hasn't been a scout randomly turns up at a group, they'd be welcomed. Some of the kids might be like, "Oh, who are you?" and take a little bit of offence to you, because you are there in their space, but you've got to see it to believe it. You can't measure something on a piece of paper, and you can't measure how much kids enjoy or get benefit from doing it—you have to be there and see a kid enjoying it.

At the peak, I was thinking, "Why are we doing it?", but you do it because at the end of the day, you do it for yourself and you do it for the children. At the peak, I really wanted to pack it all in because after trying to get into uni and getting funding, I was just a mess. But I went to the first meeting, and a child turned around and went, "Thanks." That was it—that did it for me. They just look at you and smile, and you can't measure that.

Q105 Lisa Nandy: Are you saying that if we and the funders want to understand the impact, they have to get out from behind their desks and come to those services and see what is happening?

Meg Hudson: Yes, you have to get out there and see what is happening.

Mark Blundell: Absolutely. The whole quality of stuff is really difficult, and we struggle with it. What inevitably happens is we fall back on the hard numbers, but it's that quality that counts. Our best funders are those who come and meet young people.

Q106 Damian Hinds: To be fair, I started this line of questioning by saying that we have all been to see youth services and youth groups in our constituencies and elsewhere, and you know it when you see it. Nic was nodding when I was talking about cubs. I was a cub and a scout, so of course I know that organisation. I know the YMCA, but I don't know the Salmon youth centre. But you are a big organisation that people know. There are thousands more out there, and the physical reality is that you can't have someone go round and see them all and make all those trade-off value judgments. Can I ask one last question? It is a strangely related question, which is about roots and heritage. Obviously, the scouts and the YMCA go back a long way. Salmon youth centre is a more recent organisation.

Mark Blundell: I think we're probably out of the league.

Rebecca Salawu: We go back 100 years.

Damian Hinds: That's very interesting.

Mark Blundell: We're older than them.

Derek Twine: You don't look it.

Q107 Damian Hinds: Can I ask both the scouts and the YMCA how important you think your heritage and roots are to what you do and to the understanding of it? Rebecca and Mark, could you let us know what the genesis of your organisation is, and how that impacts on what you do?

Chair: Could I ask you to do that remarkably difficult task astonishingly quickly?

Derek Twine: It's important to have that concept of heritage. Being a global movement as well as a national movement is an important element for us, in our recruitment, the attraction and the offer. Equally, it is important for those shared values to constantly be brought up to date and be contemporary in their expression. Our whole approach to youth engagement, dynamism and internal and external communications is, we would say, very 21st century. But the fact that we grew from an initiative that was addressing social issues and social exclusion at the beginning of the last century is an important driver for us, so there is no mission drift, and we won't be bought. We are very focused on staying core to our mission.

Mark Blundell: We are an old settlement—some people might know about settlements—and we still have a community that lives on site, so people come and live and volunteer; that is a part of what we do.

Q108 Damian Hinds: For those of us who are less familiar with a settlement, could you help them out?

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Mark Blundell: The settlement movement was when, 100 or 120 years, the great and the good moved into poor, deprived areas. It has been a massive failure, because they are still generally poor and deprived areas, but we carry on trying to do what we do. We have people who come and live there and volunteer and do all that kind of stuff.

Q109 Damian Hinds: Is this a church or a secular thing?

Mark Blundell: We have a Christian ethos, but not all of the settlement movement has. One of your colleagues, the Tory Whip, Steve Crabb, actually lived there in the past, so that is where he got some of his youth work stuff and all that kind of thing. So people come through and get a taste of what real youth work is like.

Jason Stacey: The YMCA is obviously very proud of its background and heritage. Our flexibility is why we've been around so long. It's a brand that people acknowledge, know and trust. The YMCA is the Young Men's Christian Association, but it has changed over time, and we deal with both male and female. It has a Christian ethos, but we have people from all different faiths being supported through the YMCA, so it has evolved from 1844 through to the modern day.

Q110 Tessa Munt: Will you quickly explain to me what proportion of your funding comes from sources other than the taxpayer?

Derek Twine: For us as a national organisation, 100%. At local level, there may be relationships with local authorities, which are getting harder and harder and significantly so in recent months, particularly with regard to the huge increases on ground rent. As a national organisation, we have commercial partnerships, commercial activity, fundraising and membership subscriptions. They are the four elements. We have no central Government funding for the operation of the organisation.

Q111 Tessa Munt: Do you have an idea of the proportion of local authority funding, and how that affects your organisation?

Derek Twine: Yes. That is affecting about a third to a half of our local groups, and particularly, as I said earlier, in recent years that has been through ground rent, because of the way in which the scout group, such as where Meg comes from, has to have buildings and places where they do their activities. Rent is being increased quite significantly. In some places, it is up from a few hundred pounds to several thousand pounds, which then has an impact on the volunteers who must then go out fundraising, rather than provide youth work.

Mark Blundell: About a third of ours does not come from national or local government.

Q112 Tessa Munt: How do you get that?

Mark Blundell: Get what? Both bits of it?

Q113 Tessa Munt: The third. Where does that come from?

Mark Blundell: A third would be through charitable trusts giving the letting of the building and that kind of activity.

Jason Stacey: Forty per cent. of our funding will come from statutory funding sources, local and central Government grants, Supporting People funding and housing benefit for our housing schemes. Thirty per cent. is earned income through gym memberships, our network of shops, etcetera. The other 30% is fundraising. We have seasonal campaigns, major donors and legacies. Of the 40%—housing benefit does skew it somewhat—about 30% will come from local government and the rest from central Government, if you include Supporting People and housing benefit as central rather than local.

Q114 Tessa Munt: May I ask all of you whether there is something to be learned from the model that is the Scout Association in one form or another? Specifically, I would like to ask you, Derek, whether measuring deprivation in financial or money terms, which might not be appropriate, has an impact on your ability to fundraise in certain areas and whether you are moving money across at all?

Derek Twine: Money is being moved across in the national organisation where we give support and where we focus the energy for our development work and our community field workers. Money is being moved across when we function as the honest broker at a national level for fundraising from trust foundations and philanthropists in order to focus on areas of specific deprivation. However, there is still the postcode lottery—even between London boroughs—of one local authority hiking its rent charges up, when another one two streets away is not. We cannot move money across there.

Q115 Tessa Munt: Do you feel we can learn from the Scout Association in any way, in the way that it fundraises?

Mark Blundell: From our perspective, we try to get money from any and everywhere to do the work that we want to do. We're not going to take it from drug traffickers, but providing it fits in with what we want to do, we will take the money. There is money that we wouldn't take, because we can't deliver that.

Jason Stacey: I'm sure the YMCA would love to get to a position of not relying on any public funding, but we are slightly different from the scouts in that some of the work we do is quite intensive statutory-services work, which will always have an element of state funding. Clearly, our aim as an organisation is never to be in a position where we are too reliant on public funds. We have had individual YMCAs who have come a real cropper because they have allowed their business model to be 80% or 90% public funding and it is taken away. So, as an organisation, we try very hard to keep a sensible balance between the three different areas I set out.

Q116 Tessa Munt: The previous Government set a target for public spending on the youth service of £100 for each young person aged 13 to 19 and I think spending actually reached £119 per head in 2007–08, although that did include specific grants from central

Government. Do you consider those to be generous sums of public money and is there a scope for saving?

Chair: What's the scope for savings?

Mark Blundell: A stat that I often hear is, we spend 80% of the resource we put on young people on 20% of their time, which is in school, and the 80% they're not in school we spend 20% on. I want more money to do what we want to do. Clearly, there will be savings and wherever they are, we will adjust the service that we can provide to young people, but actually, we spend a lot of money on 20% of the time.

Derek Twine: What we often identify as well is that, out of a young person's choice, once they are engaged with some youth work provision, they are probably spending as much time, if not more, in non-formal education, which is going on in evenings and at weekend residential throughout the year, than they are in school. Greater recognition of the balance and for non-formal education to be supported and encouraged would be much more effective and would be a more powerful investment with a more powerful return.

Chair: So no savings offers, but Mark and Derek both believe school budgets should be cut.

Jason Stacey: One issue is that local government and the voluntary sector are being asked to do more for less, but we are effectively being put into the position where, in order to achieve that, every local authority working with voluntary sectors needs to be looking at the holistic offer. By doing that, they are reasonably confident that they can make savings and redirect and refocus, but frontloading the cuts in the local government finance settlement has caused immense problems in being able to do that in a very sensible and constructive way. Local authorities just need to cut, they need to find these savings and set their budget within weeks.

If you are asking, is there a sensible debate going on in some areas about how savings could be made and how youth services could be delivered, the answer is no, in some places it isn't. The axe is being wielded and there are amounts like 30% being taken off budgets at a stroke. We don't think that is really working in partnership as we are supposed to be. It is very easy to say, "Make savings," that is fine, but in the climate we are presented with at the moment, it is easier said than done and the question would be, "What are you prepared to see less of then, as a result?"

Tessa Munt: Sure. In my area, the Bridgewater YMCA is absolutely fantastic and I have met some very interesting young people and not-so-young people whose lives have been completely changed in the same way that Rebecca's and Meg's were.

Chair: Derek's going to name names.

Derek Twine: I would like to relate Tessa's question to the NCS discussion. If you are saying that the target is £100 and it has just gone over, if you are going to spend £1,300 on eight weeks for an NCS participant, who are the nine young people who are not going to benefit if you are going to get your average?

Q117 Chair: As a quick follow-up on that, in this week's issue of *Children and Young People Now*, there is an article by Garath Symonds from Surrey county

council who has tried to rework the system and believes that they will be able to deliver more high-quality youth work at the end than they did at the beginning. He deliberately says that many councils just salami slice and cut and that that is not the way to go. How many councils are acting as it appears Surrey is, in a constructive and forward-looking way, and how many are just salami slicing, because of the panic that Jason talked about? Can you tell us, because we struggle on this Committee to ever get anyone to tell us about someone who they think is not doing a good job?

Jason Stacey: We are working on that very thing at the moment. Interestingly, Guildford YMCA has highlighted Surrey as an extremely good example of where a council has approached this sensibly and engaged with the voluntary sector. They could do with more time and that is the big issue in how it is done. There are ways that the Government could fund this extra time. The frontloading means that the DCLG are sitting on £102 million of undistributed business rates, which could be moved into the next financial year to mitigate some of these frontloaded cuts that need to come in. We have also heard very good things about Watford on engaging the voluntary sector. At the other end, I have to name and shame Birmingham, which seems to be cancelling contracts as it sees fit, already closing departments and taking advantage of the unring-fencing of the specific grants to divert money away.

Chair: Sorry to cut you off Tessa, but that takes us neatly on to Neil.

Q118 Neil Carmichael: I've been listening carefully to all your answers, as I did to last week's witnesses in our previous session. I have noticed that measuring outcomes is difficult in this sector. Mark's point on crime going down and crime going up highlighted that aspect of this series of interviews. Should we not try to stop measuring quite so much, and concentrate on what you do, which is improve people's quality of life, leading to better opportunities for them? That point is clearly made by Rebecca's story, and Meg's story especially. Can you quickly comment on that?

Mark Blundell: Absolutely. One of the failings of the youth service and the youth work was that 20 years ago, when there was a whole discussion about curriculum for youth work, we were not able to articulate what we do as well as we should have. Hopefully, we can now do that better. We are mixing eggs with oranges. We cannot do that. It is about what we do: it is a value-based service; it is a quality service; and, it is about developing young people into the adults we want them to be.

Q119 Chair: We have very little time, and we want to get on to the issue of commissioning.

Derek Twine: I won't go into commissioning, but I will pick up on the fact that there are some areas where it is appropriate to undertake some degree of measurement, so that we know if we are doing it effectively and our potential funders know that we are doing it effectively. We have impact surveys undertaken for us by PACEC and nfpSynergy. We have measures of levels of fitness, social skills,

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respect for others, leadership skills, personal competencies and teamwork ability. That is a whole set of impact measurements that we find valuable for the integrity and development of the provision, as well as to show to funders, trusts and foundations when they ask, “What difference do you make?”

Q120 Neil Carmichael: Good question. We do have to talk about commissioning. First, do you think that the local authority should be a strategic commissioner and nothing else, i.e. not providing services, but commissioning them from all of you? I would like a quick answer from Jason, Mark and Derek.

Jason Stacey: We do not have a firm view on whether a local authority should be an all-commissioner or directly deliver all services. In this localist era, it would depend on the individual circumstances. We see some merit where a local authority would directly deliver a service. For example, if there was not a lot of interest from providers to deliver that service, or where there is a big financial risk in delivery. Clearly, as the YMCA we would like to see as much commissioning as possible, but we would not necessarily say that everything has to be commissioned. It has to be treated on a case-by-case basis.

Mark Blundell: Absolutely. Although I would say that the voluntary sector can reach parts that the statutory service cannot.

Q121 Chair: Was your “Absolutely” to say “Yes, we would like to move to commissioning”?

Mark Blundell: No. I am saying that I think it is exactly what has been said—it is up to local authorities to decide. But I do think that the voluntary sector can do things that the statutory service can’t.

Q122 Neil Carmichael: So you’re basically saying a mixed provision, aren’t you? Both of you have said that. Derek, you’re not necessarily going to say that—you’re worrying about scouts in general, because they are not commissioned by a local authority.

Derek Twine: We’re not commissioned, and one element that is really critical is to recognise that the mixed bag is important. In terms of an organisation, we can’t even meet the demand for our own provision. We have over 33,000 young people who are on our want-to-join list—the local groups near to them are so full that they can’t get in because there aren’t enough volunteers to work with them. We are increasing our number of volunteers, which is contrary to some of the DCLG figures lately for the wider population, but not at the rate to meet the demand. So we’re not in a position to pick up any commissioning opportunity, because our volunteers, first, want to be volunteers—they do not want to deliver someone else’s service—and secondly, we can’t meet the demand for provision for the young people who want what we have to offer.

Q123 Neil Carmichael: Your second to last point is presumably because of the ethos of the scout movement, isn’t it?

Derek Twine: It is the concept of volunteering. I

mean, there is the values base, there is the engagement in their own community base. The leaders are indigenous to the communities where they live, whether it is on the estate, in the tower block or the village; they are people who want to make a difference to the kids who live in the same streets where they are.

Q124 Neil Carmichael: Since none of you assumes that local authorities should become purely commissioners, I suppose my next question is irrelevant. Let us suppose they did, but there was a problem that the voluntary sector didn’t come up with offerings, so to speak. What do you think would happen then? The local authority would simply have to step back in, wouldn’t they?

Mark Blundell: I think the voluntary sector will always be there—I think there is little risk of that. I believe that local provision is best delivered by local people. There is a real danger that we could get national organisations who come in and pick up a contract and then they’re done. It should really be about local provision, rooted-in communities that deliver it.

Q125 Ian Mearns: Apologies for lateness. Work force development is an interesting issue because it is such a diverse sector that we are dealing with. There is quite clearly a different level of reliance in the different elements of the sector on the balance between volunteers and professional staff. What specifically do professionally trained youth workers add that volunteers can’t?

Mark Blundell: As one of those, I think that if you have been through a course of study that has made you look at yourself and think about how things work and how best you can support young people, you are in a better position to be able to work with those young people. One of the things that I would say is that the service we provide is a learning service, in that we are encouraging young people to be inspired to learn. Not necessarily to get qualifications or for the sake of it, but to learn and to think about stuff. So I think lots of workers come through that and are able to share that with young people.

Q126 Ian Mearns: Rebecca, I wonder from your experience, when you were having an interplay with an adult within the youth service. Did you know if they were a professional or a volunteer?

Rebecca Salawu: No. More than that, I struggled with—because obviously, the last time I went to the youth centre I was a young person. So you’ve got to set boundaries, and it’s quite hard to do that. You really have to distance yourself from everyone, and slowly walk in. I struggled with that. Sometimes you think—obviously, if I want to do something I have to run it past someone. But yes, I am professional. I still think we are all professional. I think we consider all our volunteers as professional. Really and truly, we need them. We can’t undermine them.

Derek Twine: I fully concur with the last statement

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that Rebecca makes. I believe Rebecca and Meg, as volunteers, are both offering something as powerful as someone who had been on a particular so-called professional course. It is the training and the quality of the training that matters, whether that is delivered by volunteers or by a college, whether you have letters after your name or not. It is the quality of training, and one does a great disservice to hundreds of thousands of volunteers if one tries to separate on a qualitative basis whether they get paid for doing the job or whether they are volunteers.

Jason Stacey: There is a problem with the perception of what a youth worker does. The idea that they are individuals who turn up and make sure that the table tennis goes okay is really different from the reality of the situation. In terms of the work that the YMCA does with some of the most damaged young people and the support that is required of them, I'm afraid it really is a lot to ask for that to fall on to a volunteer. At the YMCA, we would expect someone to gain the level 3 social work qualification. That will take you 12 to 18 months, and that is based on two to three nights of study. It is difficult to expect a volunteer, even before they get anywhere near being able to do

the work, to undertake the level of work that would be required for them to do their volunteering. There is, of course, room for volunteers. It is that mixture where you have the professionally trained youth worker with volunteers to support them.

Derek Twine: This is going to reflect the diversity of the sector, but on that last point, we have volunteers themselves who are supported and trained by volunteers who are gaining levels 2 and 3. They are gaining recognition through the Open College Network. They are gaining their full professional membership, albeit through the volunteering route, to the Institute of Leadership and Management.

So just to say that that is a pathway route that is restricted to full-time paid workers—I am sorry, but we have evidence that that is not the case for tens of thousands of volunteers in the community. That is just in one organisation and I know we are not alone.

Q127 Chair: Thank you all for coming and giving evidence this morning, particularly Meg and Rebecca with your insights into the services that you have not only benefited from but have contributed so much to as well. Thank you to all.

Examination of Witnesses

Witnesses: **Jas Hothi**, Sports Development Officer, East London, **Amy Kirkman**, Prince's Trust Young Ambassador, **John Loughton**, Parliamentary Manager, Fairbridge, **Ginny Lunn**, Director of Policy and Development, Prince's Trust, and **Nick Wilkie**, Chief Executive, London Youth, gave evidence.

Q128 Chair: Good morning. Thank you all very much for joining us today to discuss youth services. Most of you were here for the first evidence session. We are looking into this area to see the value it brings and what the opportunities and the threats to it are. Nick, give us an opening thought.

Nick Wilkie: Thank you for broadening the sense of what an Education Committee might look at to the world of informal education, which was not necessarily a given. At some level, there is something very simple about what we all do and about what our predecessors on the panel do, which is a very basic sense of giving young people the opportunity to experience something new, the ability to take responsibility and to come together with a positive peer group to do that—all under the watchful and affirming guise of a supportive, sensible adult. Bill Shankly once said that football is a simple game, made complicated by people who ought to know better. There is great complexity as to how you measure impact, as to how you fund the right programmes, and as to how you link informal to formal education and the relationship between statutory and voluntary services. However the fundamental proposition of youth work is simple.

At some level, most of us, if we were asked to close our eyes and think about what it was in our adolescence that gives us confidence and resilience, and the skills that we are using this morning, would point to opportunities that broadly fulfil a definition of youth work. I would hope that we all bear the simplicity of what we are excited about and exploring, as well as the complexity that sits beneath that.

Jas Hothi: I completely agree with Nick—I work for Nick, as you know, so I have no choice.

The previous panel said a lot of very good things. I am really happy that there is a Committee such as yourselves who are interested to know about and to speak to people like us on what works and what doesn't work, and on how we can shape the future of youth work within this country. Obviously, in the current economic climate, funding is a big issue. We are finding this through our clubs, as they are finding establishing funding very difficult. It is important to know how to gain that funding, what methods they have to use, and the ways of proving that what they do works and how it works. It is very good of you guys to consider that and to talk to us.

John Loughton: I agree that good youth work changes lives, or enables young people to change their own lives. There has been a very good articulation of the impact with young people face to face, in terms of the power of youth work, but there is a really important contribution that it makes as a sector to a wider society, that others perhaps cannot or do not reach, or which certainly works in a way that others cannot or often do not.

The clear bit of evidence that I always use for that is, anytime I speak to a young person who has been through a Fairbridge programme—in fact, this has happened in every youth work setting that I have been in—I say, “Why are you here? You don't have to be here; you choose to come. You vote with your feet, unlike other institutions. Why are you here?” They always say, “Because they get it. People here understand me. I feel valued and I feel respected, and

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it's not like anywhere else." There is a fundamental recognition that youth work is very different from any other approach, and that needs to be seen as part of a wider delivery network, whether that is school or whatever else it happens to be.

Q129 Chair: Yes. We tend sometimes to put youth work all in a box, whereas parts of youth work are delivered by all sorts of services in different ways. Ginny, you are here from the Prince's Trust.

Ginny Lunn: I am pleased to be here. This is the first time that we are here with Fairbridge, because most people will have heard that we are in the middle of a merger. This is the first time that we have had a public outing together, which is very exciting.

Q130 Chair: I am trying to imagine what you are both going to look like when—

John Loughton: I will be slightly shorter.

Ginny Lunn: We usually both wear tank tops.

We have also got Amy, who is one of the young ambassadors for the Prince's Trust, so for us it is really important that you get a chance, as you did in the last session, to hear directly from some young people who have benefited from our services.

Q131 Chair: Amy, did you have anything that you passionately agreed with or particularly disagreed with in the last session?

Amy Kirkman: I agree that young people helping young people is the best way for youth groups to work. The Salmon youth centre is an amazing facility. I have a friend who teaches there, and who tells me all the time how much the young people enjoy being there and benefit from all its resources. I think that I agreed with all of them—with everything that was said.

Lisa Nandy: Will you tell us a little bit more about your involvement with the Prince's Trust, and what you've got out of it?

Amy Kirkman: I am a Prince's Trust young ambassador, and became so after completing one of my programmes. Just to tell you how I got involved in the first place, I was referred to the Prince's Trust by my key worker, who I was seeing at the time for addictions to cannabis and cocaine. I was extremely depressed, and suffering a lack of motivation from long-term unemployment. I did a course called "Get into music", which was related to a college course that I had done in the past. I worked in a group and had access to amazing resources and equipment. After that, I received individual ongoing support that was specific to my needs of finding not only employment, but a career that I could develop in a certain industry. From there, I found work experience and an apprenticeship, and I am now a successful event manager.

Q132 Lisa Nandy: What has it done for you? What things about that engagement have made a difference to you, and what sort of difference?

Amy Kirkman: Motivation, over anything else. It got me interested in music again after suffering from my drug addictions. I was able to work in a group and lead other people. After doing the course, I became a

young ambassador, which means that I get to speak to young people and empower them in return, which is great. Also, I get to speak at places like this, where I feel like I can make a difference.

Q133 Lisa Nandy: On one hand, we've had evidence from organisations saying that targeted services are really, really important, targeted at particular groups of young people who may be at risk or who may be having a really difficult time. On the other hand, we have heard evidence that universal services are important, because that is the best way to reach some of those young people and bring groups of young people together. At a time when limited funding is available to work with young people, do you think that we ought to be investing in universal services or targeted services?

Ginny Lunn: As you have heard from the organisations here this morning, there is a need for services for young people, but the business that we're in is making sure that there is targeted support for those who need it most. In this particular time, when youth unemployment is at a record high, we need to target services to where they are needed the most. That's not to say that you don't need other things, but it is looking at the limited resources and making sure that they go to the right places. Also, a charity like ours is set up specifically for that purpose, so that's what our purpose is.

John Loughton: Fairbridge works with very disadvantaged young people at the bottom end of this homogenised NEET cohort. Therefore, we are very tailored, very personalised and very specialised in terms of supporting young people who have got a multitude of complex presenting needs to re-engage in education, employment or training. So we very much support targeted service provision. However, we really don't believe that a them-or-us attitude between targeted and universal services is helpful or accurate. We are very complementary. If you don't have strong universal services, often you can't identify where young people can be supported. At Fairbridge, we rely on a strong tapestry of referrals into our services. Equally, if we support young people into employment and they can transition, move on and re-engage, where do they then go to? Often that is to re-engage with perhaps quality universal services. They go hand in hand.

I would make the point, however, beyond the sentimental element of youth workers, that you really have to understand where you can start to drive value for money and where need is greatest. In a time of fiscal retrenchment, actually it's not just an expenditure, but some of those costs are investments. You can start to see—I'm sure we'll come on to this point later, so I won't pre-empt the question—a question of what the economic and social returns are on some of these investments. I would make a very clear point around how targeted services support that.

Nick Wilkie: I agree with John that you can't necessarily separate the two. Lots of paid and volunteer youth workers will do some universal work and some targeted work, so you can't necessarily extract one from the other. That is an absolutely key point that perhaps doesn't get made enough.

The other thing is that they're related in other ways. For example, we have an open sports programme, which Jas runs—he might say more about it. We have a specialist strand within that working with young men being released from Portland young offenders institution, using cognitive behavioural therapy before release and working with young people in communities after release. The advantage of that is we plug people back into a local positive—we talk about building a positive entourage around an individual—in the sports programme. To get them to work with that programme, we need a statutory, very targeted lever to pull—a young offenders institution is just about as targeted as you can get—because that brings the horse to water, to use a crass metaphor. We can then get people to drink, as it were, after that. At times, the approaches of voluntary universal services are best deployed when the state can pull a lever that nobody else can. The relationship between targeted and universal services can work very well.

Q134 Tessa Munt: Amy, I want to ask you particularly about how young people take part in things. In what ways were you involved in the young ambassador programme, and how important is it to give young people a say?

Amy Kirkman: The young ambassadors programme allows people like me, who have good experiences of the trust, to talk to politicians or people who might give us funds and so on, to give our personal experiences. They are the best measure and the best advertisement for what the Prince's Trust does. The programme empowers young people to talk about services that affect them, and I personally feel that young people are the only ones qualified to tell us whether something is or isn't working.

Between the Prince's Trust and Fairbridge, there are more than 200 young ambassadors. They all believe that speaking where it matters, at places like this, where our opinions are respected and noted, is really important for us.

Q135 Tessa Munt: Jas, I want to ask you about how involved young people are in the sports programmes.

Jas Hothi: It's very important to involve young people in the sports programmes, because that's who you're offering the activities to. We involve young people by using youth workers to facilitate conversations with them. For instance, we promote 11 different sports to young people. The youth worker could have a conversation with them about what sports they would like at their club. We use non-traditional sports such as parkour and cage cricket. You can't easily define them. The best example of parkour is urban gymnastics.

Tessa Munt: I know exactly what you mean.

Jas Hothi: Excellent.

Chair: An explanation for the rest of us would be welcome.

Jas Hothi: It's a way for young people to use self-expression. It's like skate boarding—they can express their identity. With parkour, it means looking at a piece of equipment and thinking, "What's the simplest, fastest, smoothest way of getting over this?" You can do that with gymnastic equipment in the

centre. We ask young people what they would like, but they may not know what all the sports are, so we have a taster session in the programme, and if the young people enjoy it, they will tell the youth worker, "Yes. This is the sport we would like. We'd like an eight-week programme of this." From a taster session, we've had a 98% retention rate at an eight-week sports programme based on it.

Q136 Tessa Munt: I would imagine—I'm probably not right—that parkour is extremely attractive to young men?

Jas Hothi: Young men and young women.

Q137 Tessa Munt: What other things are you offering? I'm interested to know what's in your 11.

Jas Hothi: We've got different forms of dance—street dance, Bollywood, body-popping, locking; I don't do some of them, like locking, myself. They're really good. We also do breakdancing, table tennis, basketball and a form of cricket called cage cricket, and Street20, which can be played in confined areas in the city and in youth clubs. Young people can then go on to the parent game—fully fledged cricket. We have the ability to do that. We also have rowing, non-contact boxing, handball, parkour, which we've already mentioned, tag rugby and athletics. It's a range of sports, but we don't want to restrict ourselves to that. If there's a big need in a club for a particular sport such as volleyball, we will cater for those needs, working with national governing bodies.

Tessa Munt: Thank you. Ginny, what projects does the Prince's Trust plan to run in piloting the National Citizen Service? Are you going to reinvent the wheel?

Ginny Lunn: No. We are pleased to be delivering the National Citizen Service. I know that many people are having a lot of debate about it, but at the moment, it is a very structured programme, and all the delivering organisations are delivering the same model. How the Prince's Trust sees it is based on our experience of delivering programmes in the past 35 years. There's a residential element—we're very used to running residential—and there are community projects. There's also the aim of engaging young people in other things afterwards, which involves linking up to other opportunities. The programme is a very structured six or seven weeks over the summer, and we're all delivering the same model, but bringing our own expertise to it.

Q138 Neil Carmichael: I want to talk about measuring effectiveness and so forth. With payment by results coming along in the context of the commissioning, how can you redeliver certain outcomes? What sort of data mechanisms are you starting to formulate to match the expectations of payment by results? I am asking John and Ginny.

John Loughton: The first thing to say is that we work in a very outcome-focused manner. It is important, when we can, that we clearly demonstrate the impact we are having. I agree with some of the sentiments expressed previously that we cannot ever claim that we reduced crime directly. You can give anecdotes that show that a young person who had been jail three times would probably have gone back in, unless there

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was some form of intervention. It would have been expensive and costly to the individual, and we have changed that. It is about looking at how to measure such things and create them in tangibles where possible.

We are clear about catching as much information when a young person enters through our door as possible—the life experience issues that they are facing, their aspirations—and we start to understand as we go through the programme where it is they want to go and support them in education, employment and training. We have hard statistics that show, for example, that of the under 16's who were not in any form of learning when they joined. If you look at that across the national average, it is a huge difference. It is not by coincidence.

If we consider the 16 to 18 age school cohort, who were out of learning or employment, 46% of them returned to education, employment or training. Those were the only hard outcomes that we could measure. If we apply that to a funding resource or to payment by results, for example, it works if we are involved at the beginning, but also if we are measuring the right outcomes. As for soft versus hard outcomes, I do not believe that there is any such thing as soft outcomes any more. One of the reasons for the word “soft” is that they were very hard to measure. One piece of evidence is Fairbridge’s “Back from the Brink” report, which starts to work out how you understand and measure some of the softer outcomes of emotion and well-being, when some of it is easy by speaking to the young person and asking how they feel at intermittent points. Often the best person to know what progress feels like is the young person themselves.

The important fact is that there is never a direct correlation between softer skills, as it was called, and achieving a positive destination and the importance of that. As for payment by results and distance travelled for young people, they do not always start at the same point, but they are all going to the same finish line in terms of the funding model. It is important to recognise that. To do that with payment by results on a practical level, you cannot have a two-year lag before any money is released to a voluntary sector organisation. For delivery, you would have to have a year to prove a sustained outcome, because of tracking and then, if successful, the finance is released. We have to see a clear, staged payment model so that finances are released throughout the process based on perhaps staged achievement measures that can be agreed to ensure that voluntary sector organisations, in particular, can be supported.

Ginny Lunn: We have invested a lot of time over the past number of years in making sure that we can measure outcomes. We produced a report, “The Cost of Exclusion”, which, as John said, basically looks at the whole cost of not doing the work. It has a lot of information about what we actually saved the economy. We have a system where we track all young people who go through our programmes. We know who they are, and the target groups they come from. We look at what happens to them when they finish the programme. Although it is difficult and there is a cost, we see it as important to be able to say what impact we are having. Obviously, it is not always down to

the Prince’s Trust, but it is about knowing what impact you are having with what you are delivering.

One of our key outcome measures is whether young people would recommend what we provide to others; 97% of young people recommend our programmes to their friends, and that—as well as Amy’s testament—is really positive. We also look at how many people we are getting into work. Our ultimate aim is to get people functioning in society and working. Of those who go through our employability programme, 50% get a job at the end of it. That has a really successful outcome. We track all these things, and we can provide you with some reports and more information if you are interested.

The key is the cost. We are also looking at the social return of investment. To evaluate one of our programmes, it is costing £50,000 because an external organisation has to do it. A whole new market industry will cost the voluntary sector quite a lot of money.

Nick Wilkie: I do not disagree with anything. We are signed up to the fact that the sector needs to get better at impact assessments. There is a risk and an unintended consequence that I hope you and the commissioners are aware of. Commissioners will typically commission in their line of sight to reduce reoffending or teen pregnancy, or promote retention in education, or for a range of particular outcomes—there are different programmes. So the risk is that somebody might work with you on Monday night, Neil, because you are about to be kicked out of school; somebody might work with you on Tuesday lunch time because you are about to have an unwanted teen pregnancy; and somebody might work with you on Wednesday because of something else. No one is saying, “Neil, you’re a great bloke, but you’re screwing up. Why?” We must make sure that we commission programmes that are focused on the whole young person.

The point is that we need to commission for developing character, which is not a nebulous or romantic thing to say. If we develop characters, we will increase resilience and abilities, which will lead to a range of outcomes. I am all for impact assessment, but also for thinking through the unintended consequences of payment by results.

Q139 Neil Carmichael: Thanks, Nick, for discussing my character. You have made a good point, actually, which the Committee must bear in mind.

To go back to John and Ginny, you both said, in your written evidence, that you produce value for money. You alluded to why you think so in your answers about payment by results. Are you also thinking about value for money in comparison with other organisations? Are there any other benchmarks that you could use?

John Loughton: I offer an evidence example that was cited in a written submission. I note at this point that a range of organisations supported the joint response from across the sector. Research that was published last year by the Audit Commission looked particularly at young people who were not in education, employment or training. Its point was that we have a 1 million-plus homogenous group, but within it there

is a very broad spectrum of needs, costs, and challenges to contend with.

If you are just paid, for example, to work with young people, it is easy to cherry-pick the easy-to-reach, particularly at a time of commissioning, when there are very fast-paced, high-turnover, quick, and as-cheap-as-possible outcomes. In some cases—not all—we must be clear, and define, within specifications at the beginning of contracts, who we are looking to work with.

There is clear evidence that at the bottom of the 38% of the NEET cohort, which the Audit Commission calls “sustained NEETs”—again we have evidence to show that those are who you work with, based on the level of presenting needs—you want very clear, tailored, targeted investment in order to see the greatest financial returns. They are the highest opportunity lost, the highest cost to society in mental health services, in the national health service, the youth offending service, and so on. It is very clear that for tailored interventions, that is where we can start to break the cycle.

Alongside that, there is prevention. How do you ever prove that you stopped that negative thing from happening? That is a very important point—things such as social impact bonds have an interesting role to play. So on that basis, we recognise that we can support the most costly, where your margins are very high, very quickly.

Q140 Neil Carmichael: What is a life-changing experience?

Ginny Lunn: You should ask Amy.

Amy Kirkman: Someone who joins a service like this often has a troubled life and is in a vicious circle—that was certainly how it was for me. I was taking drugs and going back to them no matter how many times I decided to quit. That was ultimately affecting all the rest of my life.

The Prince’s Trust works with you so individually that it helps you to break that circle, so not only can you find work and progress as a person, but you do not fall back on things such as reoffending and taking drugs. So that was a full-on, life-changing experience for me.

I work with some other young ambassadors. Richard Price got into a lot of trouble with gangs in his area when he was a teenager. He went through the enterprise programme and now owns a media marketing company and is doing very well. Luke Roynon was struggling to find work because of his previous convictions and was suffering from a lack of motivation, like me. He got into football and is now following that passion as a fully qualified coach to other young people, which is another example of young people needing young people. Najia, who works at the Prince’s Trust on the future jobs fund, was recently selected by the managing director of Siemens at a public speaking event.

Q141 Chair: How do we know that it is not just people growing up? People who screw up in their teenage years—there’s a lot—most of them straighten themselves out. Most of them get rid of their drug, alcohol or whatever habit and straighten themselves

out. They get a job and they go on to do great things—like the people you mentioned. What we don’t know is whether, if the Prince’s Trust wasn’t there, you would have sorted yourself out anyway, because you clearly had the will to do so. That is one of our difficulties, especially when, looking back, if we are thinking about retaining existing services, we have not been doing very well. Even before the financial difficulties came along, the number of young people not in education, employment or training was going up—or, at least, not going down. How would you reply to someone who was just sceptical, and said that, actually, most people would sort themselves out anyway, and we are spending a lot of public money to little effect?

Amy Kirkman: Often, the proof of the pudding is that it is not just them going off. If you talk individually to these people, they say that without that little bit of intervention, they would not have known how to do it in another way. For me, the individual support that I got finding my work wasn’t given to me anywhere else—at Jobcentre Plus or at school, where I wasn’t receiving anywhere near the kind of support I got from just the short, one-to-one session at the Prince’s Trust. I don’t think that I would have developed without them.

Q142 Neil Carmichael: That is all about personal assessment, isn’t it, really?

Ginny Lunn: Yes. I think that is what we would hear through the thousands of young people we have worked with—it is that something, it is someone who believes in you. I think you heard that this morning—the trusted adult—but however you describe it, it’s having someone who believes in you. Also, our job is to inspire young people, to give them the inspiration and the hope, which you hear all the time is often lacking now. It is about inspiring them to believe that they can do something different.

Q143 Tessa Munt: How much time did someone put into you? How much actual, physical time did someone put into you when you got into the Prince’s Trust, or vice versa?

Amy Kirkman: The course that I did originally was just a week long—in a college. Afterwards, I think it was a half hour or 45-minute session, and they used their resources to find me work experience and my apprenticeship. I had been asking Jobcentre Plus for this kind of information for nearly a year, but they couldn’t or wouldn’t give it to me, because they were more interested in getting me into work, rather than into a career that I could progress through for the rest of my life.

Q144 Tessa Munt: When you were going through that week, then the work afterwards, in your head how much time did you spend thinking about the Prince’s Trust?

Amy Kirkman: A week. Or more—longer than that. The ongoing support was having that half hour, then in a few months I would come back and they would say, “Did it work, or did it not work?” I had time to assess my priorities, come back to them and say, “Yeah, I’m doing really well”, or, “No, I think I need

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a little bit more support”, so it was an ongoing thing. And I am back to thinking about them—obviously.

Q145 Neil Carmichael: John and Ginny, you have both had talks about an inspection system—or lack of an inspection system—for this sector. You have also been worrying, quite rightly, about the standardised systems for evaluation and so forth. How would you see that unfolding? What kind of mechanisms would you like to see in place?

Ginny, you go first, because John has led the charge twice already in answering my questions.

Ginny Lunn: He wrote the submission.

Chair: You can give us a critical analysis of it, Ginny.

Ginny Lunn: You are interested in the whole inspection regime.

As Amy said, what young people need can be very different. It could be a short something, or it could be longer term, so it's how you put a quality standard on all those very different things. We made some reference to how you could have some sort of quality mark that allows for certain elements to be in every kind of provision, which we mention on page—

John Loughton: The second to last one—in section 8.

If you are a service that is looking to be competitive in commissioning, as we are at present, there is a whole range of kite marks and hoops you have to consider jumping through, to be seen to be applying due diligence. However, there are so many out there, whether you are looking at PQASSO, the matrix Standard or the whole range of health and safety, and the rest of it. It is so difficult to get a uniformly recognised accreditation that actually starts to trust organisations to work together to deliver for young people. When you go out and commission in a department in a local authority, often it is something different every time, not to mention if you're doing things nationally in different national programmes. I compare it with going to the airport. When you arrive, you go through security and you show your passport once, but you're not asked to re-prove yourself every time you go into a different duty-free shop. And it kind of feels like that. How can there be a less bureaucratic, more trusting strategic relationship between the voluntary sector providers and state—and indeed private sector—providers delivering public services? That is absolutely imperative, because that is very expensive, and that is where a lot of the complication comes in.

What we've suggested stems from an experience that I previously had working in Scotland, where Her Majesty's Inspectorate of Education does the work that Ofsted does here. It actually inspects voluntary sector organisations and private sector providers. So you have Fairbridge in Dundee, which changes the lives of young people, particularly the most disadvantaged, being compared on a similar level with that of a local high school that works with young people, and that is uniformly recognised. We need to see how you can start to have baselines of quality standards. Don't tell us how to do things. We know that; that's what we do. What do we want to achieve as a capacity for restoring young people? What's the vision? And how can we have a trusting relationship to achieve that? Regardless of whether you're a school

or a state provider or a pupil referral unit, you're a private sector provider or you're a voluntary sector organisation.

Nick Wilkie: We have more than 400 youth organisations across London. Our trustees took a decision a fortnight ago that over a three year period we may well become a network of 150. We might stay at 400, because we're going to get a lot firmer about saying, “Unless you achieve our quality mark”—which is accredited by City and Guilds—“you're not going to come into the fold.” We need to be tough on quality. That hits politics quite a lot, because I know that in some of the boroughs in which we work that some of the best youth work providers are also some of the most expensive and not necessarily the most politically connected. If I am a local ward councillor and I can cut one youth project or I can cut 10 a little bit, sometimes it's easier to cut the one that is a bit of a pain in the neck and always coming up at my surgery or making difficulties at public meetings in the first place. So commissioning should get tough about quality. It's not doing young people any favours to be wishy-washy about it.

Q146 Neil Carmichael: So you want to see a much more robust regime in terms of commissioning, inspection and evaluation?

Nick Wilkie: Yes. You need to be subtle as to which passports you use. I don't think there's a one-size-fits-all, but broadly yes.

Q147 Nic Dakin: We have seen three articulate young women this morning. You mentioned Luke and Richard's experience as well. Are the services that you provide meeting the needs of young men as well as young women?

Jas Hothi: Yes, most definitely. Some of the work that we do with the prisons involves young people in cognitive behavioural therapy. Some of those young people really want to change and make a difference to their lives. They don't want to go back to prison. They don't want to lead the life they've been leading. Once they've had their training in there and they come out, we pick them up. I think about 70% come back to London from Portland. We offer them training in different types of sports. This is stuff that they have highlighted themselves. What are you interested in? “I've come out of school with no GCSEs—nothing whatsoever. I've been selling drugs since I was 13 years old. I got caught and I've been in prison for three years, but I don't want to go back to this and I need some motivation. But I'm not good at reading and writing. What can you do?” So we offer them a cocktail of different programmes—construction and that kind of thing. A lot of them highlight sports, so we put them on to sports training qualifications. We match them up with a sports mentor, who will be somebody who has been working in the community for some time, knows the local area and also has the skills of a sports coach.

Q148 Nic Dakin: On the numbers, are there equal numbers of men and women?

Jas Hothi: We have 60% male and 40% female in the programme.

John Loughton: We have 72% male and 28% female.

Ginny Lunn: We have 64% male and the rest are female, so we have slightly more men.

Q149 Nic Dakin: What proportion of your funding comes from the public purse?

Ginny Lunn: Our strategy in recent years has been to diversify our funding. Currently we have 36% that is public sector funding, and 64% is private. Our public sector funding is made up of regional development agency funding, local authority and some central Government funding.

Q150 Chair: And your total budget is?

Ginny Lunn: Our total budget is £45 million, or around that mark. Our private sector funding is a lot of corporate support. We have philanthropists, charitable foundations and a trading company that runs events, which brings an income. I think it is important to have diverse funding sources.

Nick Wilkie: We have £4.5 million centrally, of which 15% is from the public purse. Within our network, including Salmon centre and others, they are enormously dependent, in a variety of ways, on the relationship with town halls. If that falls down, they will get into difficult waters pretty quickly.

Q151 Nic Dakin: How is that relationship stacking up at the moment?

Nick Wilkie: It's pretty grim out there. Also, there is this kind of inverse Darwinism that I spoke about earlier. Often, it is those organisations that have scaled up, professionalising—in the best sense of that word—still using a lot of volunteers, investing in back-office systems and impact assessments, making sure that they know exactly where they are spending money and have achieved a scale, that are going more quickly than the very small ones, which can limp along on £20,000 a year. There is a potential for massive inefficiencies in who gets cut first. Sometimes you hear people saying that at least an upside might be that some ineffective and sclerotic charities fall by the wayside, but our early experience is that the opposite might happen.

Q152 Nic Dakin: You are forecasting a significant reduction in youth service support for your agencies?

Nick Wilkie: Yes.

Q153 Chair: That is obviously a decision that councils have to take. What information could be supplied to councillors to help them make a better informed decision?

Nick Wilkie: Across the sector, we are bad at making our case. I suspect that some of your positive frustrations stem from the same observation. In the short term, all you can do is take people to see, because I don't think we have the dataset to build on. In the longer term, you can progress on that, but right now, it's about making the case, case by case, because I don't think that at a local level, there is more to go on, sadly, at the moment.

Interestingly, those organisations that have gone through the quality mark that we run are not the only ones. All of them—72 so far—say that it has

improved their relationship with local authorities and has strengthened their prospects of future funding. So there is a sense that local communities respond to kite marks and quality standards.

Chair: Which is the reverse of your earlier point.

Nick Wilkie: Yes. That statistic was collected from two years ago when we first went through it. In the current maelstrom, we are at risk of seeing decision-makers rowing back from more objective measures.

Q154 Nic Dakin: And things would be better at the moment if there was more time to navigate the territory, rather than frontloading?

Nick Wilkie: Very possibly, yes.

Q155 Nic Dakin: About half of Fairbridge's funding comes from statutory grants. Is that the reason why you're merging with the Prince's Trust?

John Loughton: It's not. The clear decision that we've taken is that, with a fast-changing climate out there, in terms of the young people who we are working with—we spoke about record youth unemployment in terms of the wider political news that we are seeing—it is really important that we ask ourselves the serious question of how we best deliver for young people. That's a decision that you make to be as competitive and as relevant to young people as we can. We are very comfortable that we can do that through joining forces.

Q156 Nic Dakin: Will joining forces mean a contraction of services to young people, or having fewer young people?

Ginny Lunn: No. We will immediately increase to 50,000 young people, and our plan is to expand the Fairbridge model. What the Prince's Trust didn't have was bases in communities, which is what Fairbridge has. It is in the heart of the community, with some of the hardest-to-reach young people. We have had a history of working together, where Fairbridge would access the Prince's Trust programmes. It made complete sense to join forces and provide a much clearer offer for young people.

Q157 Ian Mearns: I think that brings us neatly to questions on commissioning. In terms of the experience that you're currently going through, do you think there's much greater scope across the sector for organisations to merge and get more bang for the buck?

Ginny Lunn: Merging is one way, but I think it is definitely—

Q158 Ian Mearns: Merging or pooling resources or working in partnership.

Ginny Lunn: Yes, working in partnership: 65% of the Prince's Trust delivery is through partners. We have always seen it as critical. We have various programmes that are run in partnerships with schools, colleges—

Chair: Excuse me for interrupting you, Ginny. But we will wait until the bell stops ringing.

Ginny Lunn: It is worth looking at all the ways that can be more cost-effective to make sure that you can provide the quality provision for young people. In this

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process with Fairbridge we are looking at back-office functions: can you join up and make yourself more effective? That is really important. We have talked about the cost of monitoring and evaluations. Potentially you could look there at larger organisations supporting smaller organisations. There is a lot to be done on joining up and working more together as a sector.

Q159 Ian Mearns: In terms of the two organisations, how much of the work that you do is done on the basis of commissioned contracts? How much, if any, of it is specifically commissioned contracts from third parties like local authorities?

Ginny Lunn: At the moment, the Work programme is one of the biggest programmes that we are all looking at. We would not be a prime contractor. Those are difficult contracts for the voluntary sector to win as a prime contractor, so it is something that we are going into as subcontractor.

Q160 Ian Mearns: Earlier, John was talking about payment by results and a stage-payment model being essential. If we are going down the route of commissioning by outcomes and payment by results, do you think there is a danger that commissioners—local authorities or other public bodies—might go for quick and easy outcomes as opposed to the hard-end stuff that you are engaged in at the moment?

Ginny Lunn: We had an event last year with about 70 local authorities. What they were saying to us was that this was cheap execs and directorial services. One of the most difficult things is to understand what the voluntary sector can provide. So, as you were saying, Nick, they said to us, “You need to make your case. You need to show us what it is you are delivering and what you can do for us.” Often they did not know what existed in their area and who was delivering what. As many people say, there are thousands of youth projects out there. They need to be helped to find the service that will help them to deliver the outcomes that they need. That is what we have found. We need to provide the information to local authorities and show where we can make a difference and where our specialist service really can benefit what they are trying to achieve.

Q161 Ian Mearns: John and Ginny have answered the question about scope for working in partnership. Nick, what is your perspective?

Nick Wilkie: It is fantastic news about the merger between Fairbridge and the Prince’s Trust. Where I would really applaud the Prince’s Trust is for its recognition about local delivery. Derek Twine spoke about indigenous communities leading scout movements. There is something really powerful about that. I was at Cambridge House last night. It is similar to the Salmon Centre in that there is something really powerful about not just providing services but communities coming together and providing those role models. There is something that I cannot quite articulate or quantify. There is something really powerful there. There is a risk that we get to a situation five or 10 years down the line—*[Interruption.]*

Chair: It has happened again.

Nick Wilkie: There is a real risk that five or 10 years down the line we will have very big £100 million organisations churning out services on a one-size-fits-all basis, because that is what contractors demand and we will lose the local youth club. The youth club finishes at 9 o’clock and at quarter to 10 it is reasoning with young people not to smash up the bus shelter because it might be their granny who gets drenched the next morning. That sounds a bit like Trumpton, but there is something really powerful in that.

The partnerships will be between large charities that have national brand and can invest in quality assurance, impact assessments and good financial controls alongside the inevitably slightly chaotic, rough around the edges local provision. I think that is important. Otherwise, we will just get “mega charity corp” acting like the worst bits of local authorities—not all but how some can. We have to be careful that we do not stumble into that.

Jas Hothi: Can I also make a comment regarding the commissioning of larger centres? We find for different types of national Government training with 11 sports, some youth clubs have said, “Yes, I can put 20 young people on the qualification.” I ask which of those 20 will actually go and use the qualification. Which one will volunteer to work within, say, a football or table tennis programme? The number vastly reduces down to maybe five or six. The reason they put 20 is that it is an easy outcome for them to show the local authority. Those are clubs that have won commissioning contracts through the local authority. That is an easy win for them. They can say, “We have had X amount of people trained on level 1 and so on.” How many of them actually use the qualifications effectively in any way, shape or form? I found that in a lot of my clubs they don’t. They only do that to jump through the hoops to get more money. Through our qualifications we request that they put young people on who would like to use the qualification and progress further on to helping within the community. I am worried that through this commissioning and this hard outcome, some clubs may do this just to make easy wins, just to have easy targets, to say, “We have had so many through Sports Leaders Awards”, and to gain further future funding. That is my worry.

Q162 Chair: That goes back to our earlier discussion about what the quality framework looks like and what you measure. Can I ask about mapping? I mentioned in the previous session that Surrey county council said you have to map the needs of young people in the area. I would have thought it was just as important to map the services. While local democratic councils are making decisions, if there is no visibility and no comparative data, how can citizens on an estate go to the council and say, “Do something about the youth services here.”? They have no information to show that the neighbouring borough provides the services that their borough doesn’t. If they haven’t got visibility on the services that are available and the needs there are, it is very hard to make the case. Who could do the mapping? Who should do the mapping?

Ginny Lunn: Connexions did a lot of that mapping, so presumably that exists somewhere and can be used.

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From what local authorities told us, they still struggle to know what is in their area. Some local authorities are doing it really well; they are starting to do it themselves. However, it is obviously important that it is done.

Q163 Chair: If you do not have visibility on the services and the need and you do not have a match for that, it is going to be very hard to make the case. Connexions did some work and that is an interesting lead for us. Going forward, who should be ensuring that there is visibility on need and service provision, and how should it be regulated?

Nick Wilkie: Connexions is really important. I am always amazed when I talk to Connexions staff that they know where every young person who is not in employment, education or training lives. They can text them this afternoon. None of us can do that. There is something massively powerful there. It goes back to the point about targeted versus voluntary universal services. They have got to work hand in glove. Local authorities should do it. We can now have a database where we can all understand—provided it doesn't crash—what crime was committed within our neighbourhood. Surely it is not beyond the wit of all of us to have the positive mirror image of that; to say how many young people contributed positively in my neighbourhood. Why don't I have a project that teaches older people down my street how to do their internet shopping? Maybe if I spotted that, maybe I could get together with my neighbours and start one up. It is that is the spirit which has grown the scouts. Local authorities should do something.

Ginny Lunn: There is something I came across called Plings. A lot of money went into it from the Department for Education. It is a website of people going around mapping in certain communities—I have met them. I don't know where it is but it might be worth looking into. It is mapping positive activities for young people across England and it was funded by the Department for Education.

Q164 Damian Hinds: What happened to that? It is fascinating that Connexions can text a million people who haven't got a job; and it fascinating that someone somewhere has a database and a map, but, so what? Sorry to be mildly cynical.

Ginny Lunn: If a lot of money was put into it, it should be somewhere accessible so that people can use it.

Tessa Munt: It should be used.

Q165 Lisa Nandy: I want to return to this question about youth workers—professionals versus volunteers. How important are youth workers, and could we make greater use of volunteers, particularly given the obvious pressing need to save money at the moment?

John Loughton: Volunteers are absolutely fundamental. Fairbridge has just over 300 staff and just under 300 volunteers, so really, in terms of this whole “better, more for less” argument, volunteers are absolutely central to that. What is really important is that it is never permissible to say, “We're going to cut

your money in what is already a very lean sector, with very little excess, and we would like you to fill that gap because we've taken staff away for you to plug that gap with people who don't get paid.” That's a very important point. However, that is not to say that volunteers don't have a real contribution to make. There's a difference between untrained and unpaid individuals. Sometimes there is a presumption that if you don't have a salary you are less effective at doing the job. As we heard this morning very passionately, that's very misleading and insulting to a whole army of people.

Q166 Lisa Nandy: So could we do away with youth workers altogether and run services on volunteers?

John Loughton: Absolutely not because it's very important that youth work remains a distinct educational profession. I made that my very first point. We offer something that many others don't—it's not about being a bit like a bunch of others—so it's really important that we have a very expressed identity there.

Q167 Lisa Nandy: What is it that is important about youth work? One of the problems that I think we have is that there are so many different routes into youth work that it is difficult to get a hold on what the profession is, in a way that it is not difficult to get a hold on what a teacher is. What is it that is necessary and vital and important about youth work that cannot be delivered by volunteers?

Nick Wilkie: It is the point that Mark made about reflection. A lot of it can be delivered by volunteers, but if you have one person who is perhaps the club leader and who is there to work on the harder cases, it can enable other volunteers. That is a typical model in the youth club world. I know that's not the only aspect, as there are many others such as uniformed work, the work that Ginny does, and so on. You, I'm guessing, will all be better Members of Parliament the more you've reflected on that and after you've served a number of terms. That stands with any profession. At some levels, that is my answer.

Some of the work that we do uses cognitive behavioural therapy. That is not a youth worker, but a trained clinician who uses that. We have some staff working with young men who are potentially very dangerous, who are currently in gangs and who are carrying knives at the moment. If you're going to do that end of the work, it is probably sensible to have gone through some reflections and training, whether that be in restraint or in emotional engagement, for example.

Q168 Lisa Nandy: When you're working with particular groups of young people and doing the harder end of the work, is it more important to have professionals? Is that part of the reason why we are getting mixed messages about this?

Ginny Lunn: The whole question is whether volunteers can take over from paid professionals. That is what we're all saying. Volunteers are really valuable. We have 5,000 volunteers, of whom many are business mentors. We need people who have actually been in business, who can then help young

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people set up in business. They have a very clear role. But we would never say that volunteers can take the place of the work force; they can add. The other thing is that volunteers actually cost money. It costs us £380 per volunteer to ensure that they are properly trained and supported. We need to get away

from thinking that you can just bung volunteers in to deliver something. As a volunteer, people expect to be properly supported, trained and recognised. We spend an enormous amount of time on ensuring that that happens.

Chair: Thank you all very much for giving evidence.

Wednesday 9 March 2011

Members present:

Mr Graham Stuart (Chair)

Neil Carmichael
Nic Dakin
Bill Esterson
Pat Glass
Damian Hinds

Charlotte Leslie
Ian Mearns
Tessa Munt
Craig Whittaker

Examination of Witnesses

Witnesses: **Janet Batsleer**, Head of Youth and Community Work Studies, Manchester Metropolitan University, **Tony Gallagher**, HMI National Adviser (Youth Support), Ofsted, **Dr Howard Williamson**, Professor of European Youth Policy, University of Glamorgan, and **Dr Jason Wood**, Head of Research, Youth and Community Division, De Montfort University, gave evidence.

Q169 Chair: Good morning. Thank you very much to the four of you for joining us today to help us in our inquiry into services for young people. You're bringing academic research and understanding—a bright light to shine on this area—and we're very grateful for that. If we could have succinct answers, that would help us to make progress. More to the point, in this Committee it is not predominantly the witnesses who slow things down but the long questions, so I ask my colleagues to keep their questions short as well.

I shall open the session by asking whether you have a sense of what has happened to youth services over time. I know that covers so many things, from amateur sports clubs to organised music activities, volunteering and organised activities in museums. From your work, do you have any sense of whether qualitatively or quantitatively—we're looking at young people aged 13 to 25 in our inquiry—youth services are better or worse than they were, say, 20 years ago?

Tony Gallagher: It's important to remind ourselves of the landscape in youth work. In Ofsted's experience in looking at provision over the years, what you see is young people at points of crisis receiving intense help. You see young people who may be joining youth work activities for five, six or seven weeks and who gain new skills. They move on to youth councils, youth forums and so on. You see those who dip in and out, enjoy themselves, meet friends and spend time with adults, and you see also those who stick with it for years and years. They grow as young volunteers; they take on new responsibilities. So the point it's important to make is that the broad picture and the broad landscape of youth work need to be represented in that broad fashion.

Q170 Chair: Do you have a sense, however you want to delineate it—there are different areas—of change over time? Are things better or worse?

Dr Williamson: There has been a significant diversification of services. Twenty or perhaps 30 years ago, you obviously had post-Albemarle youth centres, but I guess in the last 20 years we've seen a massive increase in focus on social inclusion, disadvantage, drugs, teenage pregnancy, youth participation and citizenship—a whole range of new initiatives,

broadening theoretical access for a broader group of young people to such services, beyond the scouts, the guides, the boys brigade and some of the traditional local authority youth clubs. I'll explain what the big issue is for me. Are things better or worse? I'm not a fan of targeting in and of itself, but I do think that if you're not careful and if you leave everything to voluntary engagement, you will increase opportunities for already included kids.

Janet Batsleer: One of things that happened in the last period was a very strong focus on targeting. Clearly, the voluntary organisations have remained and grown in strength. The faith-based organisations have moved into a strong position in the sector. The work that is at risk, as a result of the period in which targeting has been the methodology, is the open access, generic—what we call universal access—provision, which is not so necessary for those parts of society accessing the faith organisations, the scouts and the guides, but if we are imagining that this is part of a vision of one society, then it is those young people in the disadvantaged communities who need that open access, generic provision. There is quite a deal of evidence of that being lost over recent years. So depending on how you assess good and bad, I would say let's bend the stick back now towards that more open access, club-based approach—towards the idea of a club really, of being a member, of belonging. These seem to be incredibly important, non-stigmatising things for all young people.

Dr Wood: I share many of those sentiments, but I would also add to it. Your question was about to what extent services have improved.

Q171 Chair: Or deteriorated.

Dr Wood: Yes, we see the quality and standards of youth work rising, in terms of the quality of graduates going into the field and so on. Even where there is this emphasis on targeted work, youth workers are making valuable contributions in these areas. I don't want to diminish that, I want to recognise that there is a youth work contribution in reducing negative outcomes for young people, which is not necessarily a different point from the one Janet was making, but adds to it.

Q172 Chair: My point was about change over time. Where are we now? Because it is so hard so far. Have

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we got a system that is stronger? Okay, there has been a great focus on targeting, to the loss of the universal, which might mean even in its own terms that it is reaching the disadvantaged—it might be suggested that it is a less effective system. There is always this balance between universal and targeting. Over time, with our youth services collectively—the opportunities for young people outside school, which is what we are looking at—are they better than they were 10 or 20 years ago, or are they worse? Or is that an impossible question to answer?

Tony Gallagher: It's a good question.

Chair: I'm looking for an answer of better or worse.

Tony Gallagher: I don't think, Chair, you are going to get a straight answer. I think it is different.

Looking back, our inspections ended in 2008. Between 2006 and 2008, we saw an improvement in the quality of local authority youth services—they were getting better. The caveat is that between 2008 and now, life has become so different. Youth services as such do not exist always in the same way. There has been integration in the past couple of years, and commissioning is now taking place. So it is quite important to understand where we are now.

Yes, we saw improvements over a number of years—I can give you more detail, if you wish, up until 2008 when our inspection regime finished. We carry on looking at themes, through our survey programme in youth work in local authorities and the voluntary sector, but I think the debate is about this new situation we now find ourselves in.

Q173 Chair: Which is what we are going to move on to. I tried to see if I could get a quick snapshot view as to whether there were some halcyon days, 30 years ago, when everyone was engaged and looked after, with today being awful, or something like that—I just wanted some sense of movement over time.

Dr Williamson: If you look at photographs from the 1950s of youth clubs, they are absolutely jam-packed with young people having good leisure time. The expectations of youth services have increased dramatically in terms of what services for young people are meant to be achieving—non-formal learning, personal development and those sorts of things. Theoretically, young people in British society now have access to a repertoire of possibility, but the problem is that some young people, probably those who we in this room are concerned most about, who do not beat a path to those doors, get left behind. The youth divide between the included and those outside widens.

Q174 Craig Whittaker: I'm a bit of a simple guy. I don't quite get it. I do not understand the question. Is it better or is it not? That seemed to be quite a simple question. The evidence is that we have more than 1 million NEETs. We have the highest teenage pregnancy in Europe so, to my simple mind, that would indicate that we are failing in this area.

What we do know and what we have heard from young people is that they definitely feel positive impacts from youth services, but we are yet to uncover any researched evidence to that effect. What

major studies exist on the value and impact of youth services, and what do they include?

Janet Batsleer: Can I separate out the issues? The impact of NEETs and the impact of teenage pregnancy are not the essential points that we are struggling for.

Q175 Craig Whittaker: But aren't they all—

Janet Batsleer: Well, they are, but not in the direct way that you want to imagine they might be. Perhaps you can think of the impact of youth work in relation to the impact of schools, and whether you would assess a school in relation to those targets. Does it reduce NEETs? Does it reduce teenage pregnancy? On the whole, we do not as a society assess schools directly in relation to those targets because we know that schools are there to produce better-educated citizens. We know that youth work is there to produce opportunities for the personal, social and spiritual development of young people so that they reach their potential outside of the school system through activities that they join in their leisure time.

To understand the impact of youth work on those things, a number of major studies show evidence, which I am sure my colleagues can point you to: the work being done by Joseph Rowntree on detached work, work done by Durham university on youth work as a practice and work that has been done on the participation of citizenship by the Carnegie Trust for the Universities of Scotland. A number of studies will enable us to understand the impact of youth work.

I want to guide the Committee away from attempting to assess the impact of youth work directly in terms of its impact on the NEET figures or the teenage pregnancy figures, which of course we are right to be concerned about.

Q176 Craig Whittaker: Just so I understand, are you saying that they are a detached thing, so school is completely detached from youth services or are you saying that it should be a co-ordinated affair, which it currently is not?

Janet Batsleer: Clearly, it needs to be co-ordinated. That is my view. Plenty of evidence suggests that there needs to be linkage between all the places where young people live their lives and engage positively with adults.

Q177 Craig Whittaker: So the NEETs and the teenage pregnancies do have a bearing on youth services.

Janet Batsleer: Yes, and there are studies that explore that. Howard can talk to us about them.

Dr Williamson: The big De Montfort research on youth work usefully and reasonably simply draws attention to the contribution of youth work to personal change that then produces what they call positional change. I always feel a bit boxed in by the company that is here because, although I am an academic, I was an open youth work practitioner for 30 years.

Janet Batsleer: I think we all were.

Dr Williamson: Yes, but probably not for quite as long as that. I am still in touch with a lot of those people. Those in the oldest group are now 50 years old, and there are still recollections of things that were done through the youth work experience as teenagers

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to which they draw my attention that shifted their thinking around careers, crime and a range of different things. But whether you can tie youth work intervention tightly to reducing the number of young people not in education, employment or training—sorry, I detest the acronym—and reducing teenage pregnancy, I do not know.

I remember having a really practical challenge with a group of skateboarders, who were a flipping nuisance in the neighbourhood. I talked to an ex-youth club lad, by chance, and I told him this problem. He said, “Howard, you never stopped us doing anything, but you slowed us down and made us think.” I felt quite proud of the remark that he had made. I am still in touch with him. He is 50, and I have supported him throughout his life on a whole range of different things.

Another one of my soundbites is “critical people at critical moments”, meaning that when you’ve got a youth worker—not necessarily a professional youth worker, but somebody working with young people, preferably trained and skilled—they know how to respond to young people. If it is your young woman at risk of teenage pregnancy or your young person at risk of dropping out, they know how to sign-post them to support and they sustain the support. They are the glue that connects those things.

Q178 Chair: I’d like to follow Craig—not his provocative beginning, but his question on studies and what they conclude. We are trying to get a sense of the evidence base on the effectiveness of youth work.

Dr Williamson: I did a great deal of work for the European Commission, trying to look at studies across Europe. Of course, there are studies at many different levels. There are a few gold standard studies, funded by major research institutions. Then there are a lot of local studies, and a great number of studies produced by Fairbridge, the Prince’s Trust and charities.

Q179 Chair: Hit us with some findings.

Dr Williamson: The studies talk about cost—the economic benefits—and they talk about the social benefits, and by and large the conclusion is that youth workers don’t transform people’s lives, but they make a significant contribution to reshaping young people’s lives, giving them a different path to the future.

Dr Wood: One of the things to acknowledge is that there is a wide range of evidence available across the piece. Often, what’s been said outside is that there’s not a lot of evidence of the impact of youth work, when the reverse is true. It is everywhere. It is usually locally collected, because services are locally delivered, and it crosses all sorts of domains.

Q180 Craig Whittaker: Sorry to interrupt you there, but wouldn’t it be fair to say that although there is a plethora of pockets of evidence, they are quite limited in scope?

Dr Wood: Of course. The follow-through point is that we need a better sense of how we synthesise that evidence—how we bring together a more convincing case on what the impact of youth work is.

We were asked specifically about what major studies exist. The 2004 one, to which Howard referred, was

on the impact of youth work, commissioned by the Department for Education and conducted at De Montfort. The big findings that come out of that are that youth work has a measurable impact on all sorts of soft skills—things that are perhaps hard to measure, and that may in turn have an impact on school attendance, engagement in the community and so on. The key messages there are that young people value those experiences, in building their confidence and self-esteem, and in being able to gain a voice and influence in the communities in which they live. In response to Craig’s point about interconnectedness, that study also found that youth workers were making a contribution to a range of other policy objectives, but there was a primary purpose of personal and social education, and the consequence and effect of that was some impact on those other areas that you were talking about.

Q181 Craig Whittaker: Let me come back to that. Given the statement that a lot of these reports are quite limited in focus, is it not time that we did a national survey or a national report on youth services?

Dr Wood: I’m excited by that prospect. Of course I am, because I’m a researcher and a youth worker by background as well. There is a call to do something systematic and large-scale that helps us understand the impact of youth work. The world has moved on significantly—you were describing the past 50 years—and even since the 2004 impact study, our approaches to evaluations, and the ways in which we engage young people in the processes of evaluation, have moved on. There is a lot to be learned from that process. I have been giving some thought to how that might look and how we might conduct such an impact study.

Q182 Craig Whittaker: Howard, you mentioned the work around Europe. Are any European countries better at researching and evaluating youth services, and if so, why?

Dr Williamson: I know you’ve been to Finland, although you did not look at the youth work side of things. The Finnish Youth Research Society is phenomenally well resourced by the Ministry of Education and Culture in Helsinki. Part of its package of activity is looking at various kinds of youth programmes in Finland, but it is exceptional. Largely, research studies of youth work per se are pretty few and far between—sometimes we are talking about youth work, and sometimes we are talking about services for young people; we must be careful about separating those out.

Q183 Craig Whittaker: Jason, can I ask you about the Department’s 2004 study on the impact of youth work, which concluded that the sector needed to get better at measuring, and making the case for the benefits of youth work? Has it changed since then?

Dr Wood: I can give you some views on what I think has changed. Since 2004 and that impact study, lots of work has been done to support local authorities and, in many services, to capture impact better. For example, tools are out there, and there are approaches that areas can use to demonstrate the impact of youth

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services. They can draw on young people's perceptions of change, on distance travelled, and on parent, community and school views, and so on. That approach is becoming better. Do I know the current landscape, in terms of the extent to which people are capturing outcomes? No, because we do not have that national study.

Input data—the data that should drive needs—are very strong. The fact that we can all quote NEETs, the number of teenage pregnancies and the number of young people who are parents shows that we can indicate input data—the numbers going in. We are also good at counting outputs; we can say “This many people have a certificate in this”, or “This many people attended this number of provisions for this length of time.” We need to get stronger at looking at the outcomes and at how we see what an outcome looks like when somebody has been involved in youth work.

Q184 Craig Whittaker: So there are pockets of good work, but nothing national.

Dr Wood: My sense is that it is not national, but my colleagues may have a different view.

Janet Batsleer: I wonder if I could raise a caveat that relates to the *Tired of Hanging Around* study from the Audit Commission. We are talking about a small level of resource that is at the disposal of youth services. One of the problems that the Audit Commission identified under the previous Administration was the amount of red tape, bureaucracy and collection of data that was required in relation to multiple funding streams, which were then not analysed. Practitioners were tied up in that kind of activity for about a third of their time.

If we are going down the measurement road—and, of course, people who give money go down that road—I wonder if it is worth looking at what the Charity Commission expects in auditing and responses to our status as charities. You are asking, “Better or worse?” In our recent experience, which is absolutely evidenced, worse is this business of multiple funding streams with multiple accountabilities, which require multiple forms of data collection at micro-level. In the end, those data prove what 40 years of research has already demonstrated—that personal, social and spiritual developmental opportunities for young people are of value to our society, and that we value them in much the same way as other nations value such opportunities.

Dr Williamson: There is a different research question: what do young people need in the modern world to equip them with the confidence and competence to function positively and responsibly in labour markets, civil society and personal family life? That is what the question should be.

I once asked people to write down a list of what young people needed, and historically—which is the Chairman's question, in a sense—most of those things were served by families and schools. Now, with new technologies and a range of other things, such as mobility and languages, there is a set of other things that young people need. Most people agree on a list of about 10 different things, and research supports that. Once we can produce that list, we have to ask:

how do they get it? Most young people in British society still get it largely through the good offices of their parents and their school. Some young people don't get it, and they get left behind. My view is that public services for young people have to reach out more robustly to the young people who don't get away from home experiences, through international exchanges or suchlike, to encourage them to access those things. Otherwise, they get trapped in localism, homophobia, racism and so on.

Q185 Chair: You've whipped us forward. We are making good progress, but we will come to outcomes later. Jason, you said that you had been giving some thought to this study. Can you succinctly share that with us?

Dr Wood: Rapidly, yes.

Q186 Chair: We do inquiries, write reports and give them to Government, who are obliged to respond. The key element of what we do is recommendations to Government, so don't leave here today with something that you clearly want the Government to do without articulating it in a way that might be reflected in our report.

Dr Wood: I think there is scope to undertake some sort of meta-analysis of the reports that exist out there. I think the literature is vast and varied, and the academic community would welcome an opportunity to look at that. That would then inform the framework for a national impact evaluation of youth services, which in my mind looks something like a national survey of local authority funded provision. That may be 150 local authorities, or it might be a sample thereof.

Q187 Chair: Who should do this study, and who should pay for it?

Dr Wood: Obviously, I would say De Montfort university, in consort with my peers. Universities that have youth work research and training units would be the best-placed organisations to do this, because we see evaluation as a mechanism for understanding and investigating impact, but we also seek to develop learning as a result of that, so we would see that informing the teaching of youth workers and also influencing the local authorities who participated. I have prepared some notes that I can leave with the Committee on how that might look.

Q188 Chair: Excellent. Thank you very much. Tony, I know you've been bursting to come in.

Tony Gallagher: I share Craig's pragmatic view of life. I don't look at these things from an academic point of view particularly, but Ofsted goes out and we see what happens. We meet youngsters and we meet workers. To go back to the issue about young people not in employment, it is entirely reasonable to ask those questions. Youth services are one of a bundle of services that contribute to that. If I am a youth worker working on a Friday night, it is very hard to relate to that national target. Be assured that in the work that we see—the face-to-face work—we see youngsters' resilience, and their ability to communicate better and actually engage with something in the locality. These

small but important steps are out there. I think it's probably fair to say that there is a lot of convincing evidence that those things happen with youngsters. The extent to which that has a knock-on effect on teenage pregnancy rates is a bigger question, but a valid question nevertheless.

Chair: Excellent. Over to Nick.

Q189 Nic Dakin: One of the new Government's flagship programmes for young people is the national citizen service. How would you set the parameters for evaluating the effectiveness of that now, at the start?

Janet Batsleer: I'm very excited about the national citizen service. I would say that you have to think about how to engage and recognise that you're going to engage all your people. If you're calling it a national service, it needs to mean that. You need to get some indicators about whether young people between the ages of 16 to 18 have been able to access this opportunity, which is an opportunity that is really recognisable to youth workers, in terms of the residential experience.

In many families—I would speak for my own family—young people have had the opportunity to access those kinds of residential experiences through music, sport, the Duke of Edinburgh award and so on. There are a group of young people who will access that kind of experience only if they are supported through the kinds of engagement that voluntary youth work enables. Youth clubs enable. Youth projects in local areas enable. Importantly, detached youth work enables. You would have to evaluate in quantitative terms whether you had in fact reached young people across that age cohort. We will be able to do that because of the 2000 birth cohort study. You would then have to think about what it is you are aspiring to through a programme of that kind.

One of the things I believe you are aspiring to do is give the young people of the nation the message that they are of worth, that they belong, that they are already citizens, that you recognise their ability to contribute to one another and, specifically, as I understand it through the scheme, a sense of integration in society. So there could be the opportunity for young people from Longsight—the neighbourhood in Manchester with which I am very familiar—perhaps to meet young people from Kensington and Chelsea; you have somebody from there speaking to the Committee in the next session, I believe. That would be part of a residential experience, thus building networks, and the sense of belonging and connection. I would explore—and you would be able to do this through counting and, more interestingly, through qualitative approaches—to what extent a serious intervention of this kind contributes to a growth of a sense of belonging among young people.

Dr Wood: I would add to that that there are probably important lessons to be learned from the NFER evaluations of citizenship education, a longitudinal study looking at how attitudes and experience changed over time as a result of citizenship programmes. The strength of that work is that it points to community-based volunteering—the volunteering that creates experiential learning—as the strongest. It would be

worth drawing on that body of work to inform monitoring and evaluation of these activities.

It is also important not just to accept the instrumental change that you would see in young people, which is the immediate impact of a project. You might look at something in the moment and say, "They are doing x number of hours of activity; that is a successful outcome for the national citizenship service." I would be asking, "What are the longer-term impacts? How are inter-generational relationships improving in local communities? Are young people less isolated? Are they less intruded on by police and residents and so on?"

Q190 Chair: How would you do that?

Dr Wood: How? It would be a case of trying to take a particular cohort of that group and revisit those cohorts over time.

Q191 Chair: Do you have any understanding of whether the Government have plans to do such a thing?

Dr Wood: I don't know very much about the plans for the NCS evaluation.

Q192 Nic Dakin: Generally speaking, so far during this inquiry, I think we have got the impression that everybody knows what good youth work is when they see it. There is part of an argument—and I think Janet was going there a little—that says, "Let's just crack on with it." The resource and time spent measuring it could be spent getting on and doing it. Is that a cop-out, or is it a reasonable argument that we ought to take cognisance of?

Tony Gallagher: It's not a cop-out. The reality is that youth work in the country is provided by volunteers—the backbone of it—and part-time workers. There is a cornucopia of people who contribute. In terms of the "so what?" question—what is the social impact of this?—I have to stress that there is no one simple answer. There is plenty of evidence to suggest that where it works well—and it doesn't always—we see youngsters engaged, they keep coming back, there is good retention. You can see progress over time: they can do things now that they couldn't three months ago. You can see adults around them understanding the development of these youngsters. You see that mix, if you like, that hopefully will have a knock-on effect on future resilience and ability.

Yes, I am afraid that is a messy answer in a sense, but that is the way of this very rich sector—local authority, voluntary sector and what have you. That mosaic is important. I am not ducking the question. We have plenty of evidence. There's evidence around C4EO—the Centre for Excellence and Outcomes in Children and Young People's Services—which has done some good sector-led work recently about the case study. Look at a couple of particular cases. Don't just tell the story, but get below the case study to see the progress these youngsters have made. I would argue that there is evidence around that, and it isn't straightforward.

Dr Williamson: Can I just support the national citizenship service? 20 years ago, I wrote a paper about the case for a national community service

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programme. I think it's a good start, but I would like to see it broadened into formal schooling as an element of young people's learning, development and contribution. It is too short at the moment. It has bottled out of the question of compulsion, because the ultimate acid test of the national citizens service—or programme, or scheme, or whatever we call it—is the social integration achievement that it produces. If it ends up being an option taken by only a certain group of young people in our society, it might be a wonderful thing to talk about in terms of community activity, and so on, but it won't have achieved its primary purpose. That purpose, I think, is the one that used to prevail in other forms of national service, which is to provide a shared experience that people could talk about. That is absolutely critical in an increasingly divided society—connecting young people to each other, and connecting young people to generations.

Q193 Nic Dakin: The panel answered two of my questions at the same time, which is an interesting, innovative approach. Janet, should we just get on with it and trust the people who get the money, and not spend all this time worrying?

Janet Batsleer: Don't reflect back so much as move forward. We are picking up on Howard's point about what kind of further studies might be done, and we are saying, "Yes, there is another set of research questions, other than that of impact." In our field of work, we have always had a tradition of research and investigation linked to practice, which was very strong in the detached youth work field. If you were to read back 40 years, you would find projects called "experimental youth work", but nobody would suggest running an experiment on young people now—I hope. The notion of experimental youth work is, "What new things are happening in the world that we need to develop the resource and skills for among our body of practitioners? What new things are happening, and what kind of projects, clubs and associations do we need?" You are holding on to the old ideas and cracking on with it, but you are amending and developing them in a deliberative and gradualist way, which, I suppose, is the tradition in education research here.

Specifically in youth work, there is the notion of projects often supported by national voluntary organisations—I think it's clubs for young people now. If you look back, how many of the innovative practices have been developed in that kind of research practice partnership through detached work? So, crack on with it, but inform yourselves as you're doing so.

Chair: We need to move on fairly quickly.

Q194 Pat Glass: We are talking, at least in part, about public money. I appreciate what you're saying, but we must have something that sits between measuring absolutely everything we do, taking all the money and doing that, and a statement that says, "Give us the money and we'll do good work." What we are looking at, and what seems to be missing from the evidence we have had so far, is what difference youth work makes. We need to know in terms of value for money. Is it working?

Tony, how would Ofsted measure it? In schools, if you see good youth work, you know it—we go in and observe the teacher in the classroom. How does Ofsted judge achievement in terms of youth work?

Tony Gallagher: Thank you for that. There are two things. First, you would see through various Ofsted reports a level of criticism about targets. Although it is imperative that local authorities and Government understand such questions as how much, how many and how far—

Q195 Pat Glass: We are talking about outcomes.

Tony Gallagher: I will get to that. Targets have been helpful in some way in getting to the question of outcomes, but there has been an imbalance in that direction—the direction of targets.

In terms of outcomes, our approach always has been to engage strongly with the sector, using people, including young people, in the process of observing practice, and of trying to record different forms of achievement—informal achievement, and the more formal achievement through certification and such like. We have a framework in place from the 1980s, which has been updated over a number of years and sets out how young people gain, in terms of their relationships. They learn some of the practical skills of getting better at getting jobs, and they understand all these wider issues. In terms of achievement, the way we went about it was to directly observe practice, set a level of outcome standards that people understood and could relate to, and—

Q196 Pat Glass: So what kinds of things would those outcome standards be?

Tony Gallagher: For the outcome standards, in terms of youth work, we measured things such as the number of people involved and, more importantly, the retention—how long they were involved in that sort of activity. There are various simple and effective ways of charting a youngster's progress, either by talking to them, or by documenting—"The things I can do now," "How I feel about myself" and "The things I've learnt over the past four, five or 12 months." So, there is a way of charting that.

Q197 Pat Glass: Would you use things such as the child's attendance at school, and whether it had improved?

Tony Gallagher: In the past couple of years, as there's been a move towards the integration of these services, from a youth work point of view there have been some core achievements, which I have mentioned, and also important orbiting achievements, about attendance at school. When we know—we've seen plenty of examples—that a youngster has not been attending school, because the youth worker has got wind of that or the system has allowed the youth worker to understand that, then he or she has worked well with the youngster to address why they are not attending school, meeting with them in their informal time and dealing with those sorts of issues. Increasingly, the youth service and youth workers are part of that bigger picture, for sure.

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Q198 Pat Glass: Do you think that there's a greater role for that? I've come across schemes that kids really want to be on, but the youth workers make it very clear that if you do not attend school and do not meet your targets, you're not on the scheme. That's a way of improving those children's outcomes. Do you think there's a role for that, and that it should be increased?

Dr Williamson: I think that that produces the problem of defining exactly what we're talking about when we're talking about youth work. I'm not always a supporter of the cherished value of voluntarism, but at the moment youth work is defined as a voluntary engagement. We might want to debate that. You talk about schemes, and some people would say that such schemes—the kind I think you're referring to—are not actually youth work; they are other kinds of programmes with different objectives and purposes, and are time limited—

Q199 Pat Glass: So it should not be publicly funded?

Janet Batsleer: It might be funded by another department.

Dr Williamson: Yes. I once said that youth work was an act of faith not an act of science and that has haunted me most of my life, but I also argue that it's like looking for the holy grail to be searching for impact measures from what is sometimes a brief encounter with youth work, sometimes a leisure-based encounter over a period of time and sometimes a serious encounter over a long period. I often said that you can turn people around in 24 hours if you have enough professional discretion and flexibility to give them support with the police, schools, families or whatever it is. But sometimes it takes six years. We simply do not know.

What we should be looking at though is the quality of offer, of the intervention that is made. I think that there is too much youth work, not just in the UK but in many other places, that we would want to not exist because it doesn't do young people many services. We need to be looking at the quality of intervention that is made. From an inspectorate point of view, that is pretty hard, but you can go into youth projects—

Q200 Chair: But if they can't do it, who can? If I follow you correctly, you have just suggested that there are some services that we really shouldn't be offering, which are taking up scarce public finance. Tony's job is to go and identify that. Where are they, where is his analysis going wrong, and how do we root them out so that we can put more money into those things that do add value?

Dr Williamson: If we look at the Nordic countries, they publicly fund youth work that is self-governed by young people—it is youth organisations. All you have to have is a membership, and you get funded according to that. That is based on the political belief that youth organisations, in running themselves, produce certain kinds of citizenship and public participation impacts.

Q201 Pat Glass: In these times of tight public finances, we need a little more than faith. The arguments that have been given are the same as those

that I've heard over many years in relation to many other services. I have had this conversation with teachers. I don't care how many deaf children you see, I want to know: what difference does it make to their GCSE results? I am looking for outcomes that we can measure, so that we know that what is going in is good value for money and that it makes a difference to the child's life.

Dr Williamson: And over what time frame you seek to measure it.

Q202 Pat Glass: And over what time frame we need to measure it.

Dr Wood: I would also insert the multifaceted nature of young people's lives, and the fact that they are going through a period of transition. It is really hard to know what services and relationships—

Q203 Pat Glass: Exactly the same arguments are made to me by an EBD school.

Dr Wood: I understand.

Q204 Pat Glass: Measuring the cost of an intervention is very difficult, but it is about, how do we do that? Is the work of organisations such as the Prince's Trust, which has tried to do it, useful and should it be used more widely?

Dr Wood: When collected together, the material becomes a compelling case for youth work. There are studies that show impacts. There are people who have tracked young people over a longer period, who have tried to break down the multifaceted nature of impact. On the impact of detached youth work, the National Youth Agency has looked at reporting figures of antisocial behaviour in the community and community perceptions of crime and safety. There is a measurable difference in that respect. Poor school attendance is often a proxy measure for the impact of youth work. We need to look at these things. I do not want to close down that debate. I think it is worth having and worth looking at.

Q205 Chair: But if we close down the debate and come up with a basket of measures, which will inevitably be criticised by many for its shortcomings because nothing's perfect, but stick with it for a while and say, "We can't review it for five years," wouldn't that help to provide some clarity and allow people to deliver? We could measure some outcomes—that the children are happy and value what they get. That would be pretty important. You could have another basket of measures, and say, "Right, deliver on that and public funding continues." At the moment, we have incoherence as to what value is being delivered, which is one of the problems when there is little money.

Janet Batsleer: I think that we'll need clarity about at what level you want the measures, because making measures at local authority level makes a lot of sense. It makes much less sense to make the measures at the level of the individual child or young person. That has to be thought through. Ofsted makes those measures at the level of local authority provision, and it has specific ways of doing that. I think that it may be that other criteria could be built into the Ofsted or JAR

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processes, and I would suggest that the social contribution to a sense of belonging is a very important impact to explore. As Howard says, social integration is an important one to explore. Of course you can count it, because you can count the number of 16 to 18 or 21-years-olds in your neighbourhood, and you can know how many young people are benefitting from the offer being made around citizenship.

Q206 Ian Mearns: Young people are different year on year. They are complex individuals, and in groups they could be even more complex, but schools are expected to be measured against the outcomes for a particular cohort. Can youth work not be done measured on outcomes for particular cohorts?

Tony Gallagher: Can I come back to my opening statement that tried to describe the landscape of youth work? Some youngsters get a very deep experience at a point of crisis; we have seen that and it helps them. Others are involved for seven years, grow with it and move on. If only it were as simple as an institution with four walls and set targets, which is the way schools and colleges are. It is a heck of a lot easier to do. That is not shirking the question for a minute. On the notion of a cohort, in fact, only a small percentage of youngsters choose to be involved in these services. I argue that there are better ways of doing it. We could sample it—let's look at samples. The notion of a cohort, given the landscape I described, is something that I would find quite difficult, and I think that colleagues here would probably find it methodologically difficult.

Q207 Ian Mearns: Tony, with respect, many schools are measured against the performance of other schools. Some schools have significant churn in their cohort, but they are not given any credit for that within the Ofsted measurement process.

Tony Gallagher: Yes, we can do that. For example, there is the whole notion of benchmarking, which is how well authority X is doing against authority Y. We have used those mechanisms in the past, but they are now less prevalent. There are those harder mechanisms that I think we can use, as long as it is balanced out, in my judgment, with how well the youngsters are progressing, given the landscape that I tried to describe to you. It is incredibly important that we get a grip on the issue of the value for money and what the social return from all of this is. I would encourage the Committee to understand that it is not as straightforward as it would be in an institution. You've got 800 youngsters, if there are 750—

Q208 Chair: Tony, whatever we are unclear of, we are not unclear about how not straightforward it is.

Tony Gallagher: I am sure you are not.

Q209 Damian Hinds: I do not think that there is any dispute among any of you or any of us that having young people engaged in things socially is important, and that there is clear benefit in having inspirational adults in the lives of children, whether that is at school, at home and in other senses, for example when you talked about your particular experience when you

managed to, perhaps not stop people doing things, but slow them down. We all sort of recognise that; it points to things in our own youth and people who have had an impact on us. That has always been there in different forms—the scouts, boxing clubs and informal things have been there. But we have more of an industry today, as it were. I'm not sure that in the '50s we would have had such a distinguished group of academics to choose from, for example. If, as a result of all that industry, we have all these brilliant studies, which tell us that everything about youth groups is positive, and yet we have to come back to where Craig started: we have almost the highest rate of teenage pregnancy in Europe and 924,000 young people in what we used to call youth unemployment, surely they are the wrong measures. Discuss.

Tony Gallagher: I think there are lots of weaknesses in delivery of youth services in the country. They are inconsistent across the country and within services. There is a level of expectation of what youth services can do with a limited resource. Staff are not always properly deployed. Until recently, building stock has been poor and, invariably, services find themselves at the bottom of capital building programmes. So there is a host of weaknesses, which is very important. Ofsted has reported over the years where those inefficiencies and challenges are.

Q210 Damian Hinds: But the central point is that if all the studies are saying how ace everything is, yet kids are sleeping around and not getting jobs, how ace can it really be?

Chair: I want a fab answer to that.

Dr Williamson: There is the huge question of reach, which is about a lot of the most vulnerable young people. That is why detached workers are so important, as are other kinds of work that reach out and go to find young people who are vulnerable and at risk, with a prospect of becoming NEET. That's the problem. If you simply have a whole repertoire of voluntary participative services for young people, those who are supported by parents, motivated and less at risk will be the ones who pass through those doors. Janet's paper to you described the Filip Coussée paradox, but slightly differently from the way Filip Coussée said it himself. He said that youth work that works reaches the wrong kids, and youth work does not reach the kids who would benefit from youth work interventions. That's the paradox, but that's in Flanders.

Q211 Pat Glass: My background is in education, and for years, youth work was something that went on over there with some other people who were not connected to a school. In recent times, the youth service has been something of a Cinderella service in terms of funding, and it's likely to get worse. The people who are putting up the greatest fight for youth work are schools, because it is the targeted bit. Is that because the schools are seeing the impact of youth services on these non-engaged children and those children who are operating on the margins? Is it because there were some outcomes that the schools could see?

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Tony Gallagher: Our report, “Supporting Young People”, which was published last year, looked at the whole business of integration. It pointed out some very good examples in various parts of the country. There were some strong examples in the north-east, where youth service was integral to the “team around the child” idea—working with the schools, the Education Welfare Service and Connexions. If you like, youngsters were always being connected. At weekends and evenings, youth workers knew where they were and were part of a school-based panel. Some schools operated that very well indeed. There was a centrality there to the youth service and to the youth workers and a great added value. There are good models around that, and we can happily illustrate those for you.

Damian Hinds: I think Jason and Janet were keen to come in.

Dr Wood: I will be brief. To draw on both those points, I know that information, advice and guidance is not in the purview of this inquiry, but we did an evaluation of the Connexions service. One of the things that we saw was that those single-stranded, targeted, hard approaches of work with young people invariably did not lead to a positive impact. It was the trusting relationship, the flexibility and the multifaceted nature that had the most impact on young people. That is what teachers noticed; they noticed that flexibility and that responsiveness to young people, which somehow sits within and outside a school system.

Janet Batsleer: I understand the impetus behind the citizenship service is precisely to say, “You are of value. Young people are of value to us as a society. At this point, if you are a young person who is not in work, or who is expecting a baby, you are still of value.” I am sure that we would make a difference, if the intervention over time was sustained and if there was a genuine reach of that intervention across the whole of society.

Q212 Damian Hinds: If we had more time it would be interesting to discuss the use of the words “output” and “outcome”. In an earlier discussion, people were describing measures on youth unemployment and teenage pregnancy as input measures. I think that that is fascinating, but that is by the by.

May I ask a key question, which I believe goes to the nub of this? My Committee colleagues will be aware that I am keen on data analysis, where possible, as a way of prioritising spend and so on. My own take from this morning and from other sessions we have had is that you are on a hiding to nothing by trying to find meaningful, predictive, intermediate data—in other words, the things which would predictively and accurately measure the things that society will really care about in the future. If that is true and there really is not much hope of using data analysis, how should the Government set budgets for the support of youth work? Does it come down to, as Nick rightly said, the fact that most people know what is right when they see it, so the only thing you can do is set a number, whatever it is, and devolve the budget and decision making to a level where people can go out and see

it, rather than trying to measure these things with a clever formula?

Dr Williamson: We tried to do this many years ago. In 1994, I wrote a paper called “Planning for a Sufficient Youth Service.” It was based on a provisional framework of thinking that perhaps one third of the population of young people aged between 13 and 19 should be entitled to 100 hours of non-formal education a year, at an hourly rate that was equivalent to a secondary school hourly rate per pupil. That came to £300 million at the time, which was broadly similar to the 2% figure that was seen in 1940—something to be the proportion of formal education budgets that should be allocated to informal education or youth work activity. The paper was trying to return to that 2% marker.

Q213 Damian Hinds: Could you do a pupil premium version of that?

Dr Williamson: Yes, indeed. I think that one of the huge challenges is having the right professionals. I argued with the former Administration that they needed advanced skilled practitioners in youth services to reach the more challenging young people with clusterings of disadvantage. Unfortunately, there are two big problems that I hope you will pay some attention to. One is that far too many rookie and rather naive youth work practitioners are put to work combating teenage pregnancy and they’re going to be eaten alive, largely, by some of these wily and worldly wise young people. The other is that far too much energy and resources are spent on competing with each other to provide the same kinds of services in the same locality. That was not the case 15 years ago; there were big gaps, but then, suddenly, under a former Prime Minister’s social inclusion agenda, lots of youth organisations turned their face to, “We are going to be the ones to re-engage the young people who are NEET”. Suddenly, you found five organisations trying to do exactly the same thing in the same locality with the same kids.

Chair: I am going to have to move on, though this is fascinating.

Q214 Neil Carmichael: Tony, I’ve been looking at the performance of Ofsted in measuring youth services. Your report of 2005–08 notes that only 2% of provision is judged by you to be “excellent” or “outstanding”. Why do you think that is? It is not a high figure.

Tony Gallagher: That’s a good question. I add one caveat, which is that life has changed a lot between 2008 and now. I would like to get to that, if I can. You are right that the bulk of services then were judged to be “satisfactory” or “good”; there were few that managed to hit that high-flying “outstanding” figure. I mentioned the reasons for that before: it is very striking how inconsistent local authorities are—remember that a local authority owns the youth service—in, for example, things like deploying staff. Why is it that you can find a strikingly good piece of youth work and go around the corner and find something that is very poor? That is one reason—there are inconsistencies.

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There are other reasons as well. There is a fair amount of intervention by elected members locally. Elected members like to have provision in their particular wards, so you get some skew-whiffing, if you like, of provision. My biggest issue is that there is an awful lot expected of youth services. What happens is that the butter is spread very thinly. We see many small projects. It might be better to see fewer, more effective and bigger projects with better outcomes. Those are the sorts of issues that contributed to the fact that very few services hit the “outstanding” button. It is fair to say that there was improvement; we saw improvement from 2005 to 2008. By the way, those issues still remain.

Chair: One more question.

Q215 Neil Carmichael: Then I must skip forward and move straight on to the comparison between England and Scotland and ask whether Ofsted should be looking at all services. What do you think of that idea?

Tony Gallagher: Ofsted’s involvement with the sector has been very profitable over the years, I have to say. At the moment, we do not inspect youth services; we undertake children’s services assessments and do the surveys I spoke about, so it is not in my remit to give you a straight answer in terms of policy, but if there were to be a discussion about, let’s call it inspection, I think it has to move on. We have to look at things like self-assessment. The days of a blanket inspection programme will, I’m sure, have gone.

Also, in the notion of the youth sector, there tends to be a split between the voluntary sector and the statutory. Let us think about provision for youngsters in the locality; let us package it in that way. Let’s involve young people in that sort of process, and some peers. I would argue that there is room for inspection—I would, wouldn’t I? It’s not for me to say at the moment, but it will have to be revisited. Certainly, in Scotland, as you rightly say, the voluntary sector is part of that. After all, that’s part of the youth service family. That is the way I would argue we should be portraying this, not one or t’other. So there are five or six issues that I suggest would contribute well to an inspection accountability improvement framework, Neil.

Dr Wood: I have a brief point. Peer self-assessment and young people’s assessment are also good approaches. All that needs to take place in the debate that we are now having about whether we need a national institute or a national body for youth work that enables us to explore such issues.

Neil Carmichael: That’s a good suggestion, thank you.

Q216 Ian Mearns: Is it possible to compare services across the country when there is significant disparity in funding, the type of provision and the type of providers in different parts of the country? Is there a definitive model that we should adopt to evaluate youth service standards?

Chair: That’s a simple one.

Tony Gallagher: We have an existing framework that could be revisited. The question for me would have to be what are the characteristics of a good youth service

or good youth work? Doing a like-for-like comparison—this is in my notes—is very difficult for the reasons that you have said. There may be a different emphasis locally—it might be a rural area, rather than a conurbation—so such simple comparisons are difficult.

We can band work, and we can look at authorities by size and such like. There is some mileage in doing that, and it will tell you something. But we have to ensure that we add a notion of looking at the practice and coming up with a professional view about how good it is and how well youngsters are engaged. So, yes, there is room for that, but it is limited in terms of making a like-for-like comparison.

Q217 Ian Mearns: The bottom line is, is it worth the bother?

Tony Gallagher: I think it is. There’s work to do—benchmarking is important. It is important that one authority has a feel for what is happening next door: are we doing better, and how are we getting on? So there is room for that, but don’t make an industry out of it. That is the problem.

Q218 Chair: How do we get that visibility? I put down a series of questions to the Department about mapping. How can people hold their local councillors to account if they have no idea what the services in their area look like compared with next door? As you said, there might be fantastic services next door but those people have nothing and don’t even know about it. If you can’t see it, how do you challenge it?

Janet Batsleer: Maps were made. Maps have consistently been made under each Administration. I suppose one of the issues for the Department is the connectivity. Who holds the story in the Department about the maps that exist when the Administration change? We can certainly point you to historic mappings of provision that were made under the previous Administration.

Q219 Chair: We’ve already gone over time and it has been a fascinating session. We have representatives of the local authorities in with us next, so, very quickly, what should we be challenging the local authorities on?

Dr Williamson: I’m hot on soundbites, and I have not met a young person yet who has asked me, “Which funding stream pays for this?” There can be different arrangements for delivery, and, clearly, that’s something that is exercising your attention at the moment in commissioning and so on.

I think it’s really back to the previous question. We need to equalise the playing field for young people. A young person in X place has access to four or five different kinds of youth service opportunities, but a young person not that far away has a very limited repertoire of choice. That is a huge challenge for our society and for delivery. The second point is about rationalising the kind of crowded territory to which I referred a little earlier. In straitened times we have to think about a basic offer for young people and then look at the best mechanisms for delivering it.

Tony Gallagher: Don’t let it go. There’s a worry that currently some local authorities, because of the

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situation in which they find themselves, are letting it slip through their fingers. However youth work is delivered—that is a debate—don't let it go.

Chair: One of the reasons for having this inquiry is that it is a key opportunity to make the case.

Janet Batsleer: I would ask them how they are securing open-access youth work provision for the young people in their locality and how they are evidencing that they are doing that.

Dr Wood: I'd ask all that, then I'd invite them to describe the relationship between the local authority, youth work provision and the local HEI—the higher education provider—and how they are embedding that learning, training and evaluation data into their practice.

Chair: Thank you all very much indeed for coming to give evidence to us today.

Examination of Witnesses

Witnesses: **Harry Fowler**, Head of Youth Services, Birmingham City Council, **Brendan O'Keefe**, Head of Youth Services, Kensington and Chelsea Borough Council, **Garath Symonds**, Head of Youth Services, Surrey County Council, and **David Wright**, Chief Executive, Confederation of Heads of Young People's Services, gave evidence.

Q220 Chair: Gentlemen—I see it is all gentlemen—thank you very much for coming to give evidence to us this morning. Some of you heard the evidence in the last session. One thing that we did not touch on was whether we can change the system altogether to one of payment by results and whether that might change the attitude to youth work. If councils had a broad range of outcomes for their young people that they had to deliver, would they then commission youth services in a different fashion and perhaps, because they were closer to the front line, need to spend less time worrying about measuring data but ensure that it was part of what they felt was a coherent overall package to deliver the happy, fully developed and well educated young people that society wants and we want for our children? Brendan, any thoughts on whether the incentive mechanisms for local authorities could help change and improve focus in the delivery of youth work?

Brendan O'Keefe: I would be very happy with a payment-by-results approach to funding youth services as part of the overall package. There are risks for any organisation going into a payment-by-results domain, depending on the payment schedule. If all your costs are up front and you don't get paid back because you have failed, you have a bankrupt business and you have to pay that money back in some way. As a youth service that regularly achieves and shows good outcomes, we are happy with the concept and are actively seeking that form of funding in future.

Q221 Chair: So such are the savings to society if you minimise the negative aspects that it is actually possible to fund on the current basis and then provide payment by results on top of that?

Brendan O'Keefe: That's right.

Q222 Chair: So it is a win-win for society overall and a win for a local authority that pioneers and shows that it can deliver a package of services including youth services. Any thoughts on that, Garath?

Garath Symonds: We have just let a contract to move young people who are NEET into apprenticeships. We are paying the agency only when it gets the young person into an apprenticeship. That, for me, is the pure sense of payment by results. I think the idea of commissioning, decommissioning and recommissioning

based on performance is sound; it is not quite the same thing but very similar. There is an issue around data. If you are basing your decision on whether to pay on data, sometimes they do not tell the whole story and you have to understand and analyse them in order to make an informed decision.

Q223 Chair: We have spent a number of sessions finding out how difficult it is to capture and measure the outcomes of various youth services. Payment by results does not mean that you necessarily have to apply it to the deliverer of those services. As long as it applies to you and you believe, you commission the service and whether you bother to collect data on it or not, you are looking at the quality of the service as an overall service. Sometimes people think that every little voluntary group will have to justify itself and whether it delivers some data which it has to capture before it gets any money. That is not really what it is about. David, any thoughts on payment by results?

David Wright: I broadly welcome it in the way that colleagues have already said. The other issue, which resonates back with the previous session, is how you measure those outcomes and how you pay for the positive aspects of the services that are being delivered. It is relatively easy, which is why we have seen stuff around youth PSA, for example, to measure deficit indicators. We talk about NEET and we talk about teenage pregnancy, but it is much more difficult to move on to measuring the positive outcomes there. One of the things that we need to do if we go down the route of payment by results is look at the opportunities to use some of the structures that have not been highlighted—things like recorded outcomes and accreditations that young people receive. That starts to shift the balance away from the deficit model and towards creating an overall positive direction in services. I was struck by what you said about actually having a basket of indicators over five years. That starts to make it possible to identify and measure that work and to evaluate, support and reward what is good. On that basis, you need the infrastructure and the targets, and then you need the local structures to be able to commission efficiently and effectively.

Q224 Chair: Whenever I think of payment by results, I always think of Birmingham. I have this

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fantasy vision of the money streams that you have coming in at the moment joining a partnership with a major financial behemoth to bring in extra money, so that you have a plan and a programme of evidence-based interventions to deliver the basket of outcomes, which could then mean additional funding for Birmingham and massive benefit for the nation. That basket would deal with positives and negatives, but it would, for instance, look to drive down convictions of young men aged 20 who have a criminal conviction to a lower percentage. There would be several baskets. If it was delivered like that, if the money could be brought in, and if the existing funding flows were there, is there a way that Birmingham city council could partner with others and deliver a transformation of outcomes for young people—both positive and eliminating the negative?

Harry Fowler: I'm sure that there is. Do you know the name of that behemoth that you were talking about? We would like to know.

Q225 Chair: I was going to mention Goldman Sachs. I would like to see whether a financial organisation could go to the markets and bring in £2 billion over a 20-year period to work with you with points along the way. We could then suddenly stop challenging every local voluntary organisation to produce data on itself, because, when you were delivering that picture, it would be obvious. I don't ask questions about data when my children go to something that is clearly positive. I would just value it, send it and make it happen. I might hold some people to payments by results, but others I would not. It would be driven by someone close to the front line. Would you be suitable?

Harry Fowler: Yes. The option that we're exploring in Birmingham at the moment around alternative providers is slightly different from that. We are actually looking at going the other way towards the smaller, locally based community groups, and we are seeing whether we can broker and develop new partnerships with smaller local groups. I suppose that the danger is that you replace one large bureaucracy with another large bureaucracy. We are trying to avoid that. At the moment, we are exploring the possibility of at least 34 of our smaller youth clubs and youth provisions being taken on by local people. The plea, however, would be for time for that to happen. To build the infrastructure and broker those partnerships takes time. We have examples of where we have handed over fairly large facilities to the voluntary sector, and they now run them, but what we have learnt from that is that you can never withdraw fully. You always need to have some sort of investment in the project. As I said, it takes time. Two to three years is the normal period of time.

Q226 Bill Esterson: Just following up on that, we have talked a lot over the past hour and quarter or so about measurement. The one thing that keeps coming up is the issue of the most vulnerable groups and how to reach them. This picks up on what you were just saying, Graham. This is surely about ensuring that those vulnerable young people are reached rather than worrying too much about the measurement. As Damian said earlier, "Discuss".

David Wright: One of the key things is being able to identify. That is one of the real values. In the first session, you asked whether things are better or worse now. One of the arguments for saying that things are better is that there is a much closer relationship between youth services and other children's services providers in trying to identify, support and target the young people. That requires data investment and sharing of intelligence. The structures that are there allow that to happen.

In that process, however, we must avoid bureaucratisation. It almost becomes an add-on. We must try to emphasise the responsibility of—I would suggest—the local authority to be able to identify those young people that it needs to support and target, but to do that with its partners and have the greatest influence over the diminishing resources. I talked to someone from the Association of Chief Police Officers recently and they recognised that the budget reductions in policing mean that if they are going to talk about early intervention, they need to have clear data and information to be able to target and to make the best use of the resources that are available.

Q227 Bill Esterson: So the right data and information, and not being overly bureaucratic?

David Wright: Yes. And the other side of the trust issue is that local authorities are getting sophisticated at being able to identify those risk factors, to identify the families and to provide that level of support. Youth work is not aside from that. It has an important contribution to make.

Brendan O'Keefe: If youth work can't attract and find the right people, what is the job for? That would be my question. In my own service, I can see on a daily basis that we are open to challenge in the most radical circumstances. Just to give an example of how that plays for us, we have several contracts with our own PCT to deliver services to very vulnerable young people, because the PCT openly admits that it finds it very difficult to attract those people to clinic and hospital-based services. So those services are contracted through youth services. So it can be done and to good effect.

Harry Fowler: I can think of some very good examples of where other professionals can work in youth service settings: midwives; neighbourhood advisers; Connexions PAs; youth offending colleagues, and police officers. They work in youth centres and in a youth work context, so that that universal provision is offered and so that the most vulnerable young people are fed into it. It works within that broader setting.

It is about building on those examples and perhaps becoming more formalised and moving towards a more case-based approach. That is a culture change for youth workers, but I think that that is part of what they will need to do. They will need to work on a type of case basis within a universal setting. The challenge that we are facing at the moment is how we make that cultural shift.

Garath Symonds: Listening to the academics earlier, I felt that there was a bit of a rub between this idea of implementing social policy and achieving outcomes, which we want to achieve as a society, and delivering

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quality youth work. My view is that all young people need youth work, all young people need support for the transition from childhood to adolescence and into adulthood, and all young people need work around their identity and that sort of support that youth work offers universally or generically.

However, there is a difference between that work and using youth work to achieve social outcomes or policy objectives. In my view, you can do both. With vulnerable young people, we can do both. We can say, "Okay, we want to improve school attendance and one of the ways that we will do that is by managing this cohort of young people who are attending poorly at school and we will use youth work as the intervention." But it is about making a distinction between two things—when is youth work a universal thing that any young person can walk into a youth club and access, and when is it a tool to achieve a policy objective?

Q228 Bill Esterson: I'm sure that we could explore that in a lot of detail. Can we move on to the new financial settlement? Can we start with what you are providing at the moment, what the age groups are and what proportion of the 13 to 19 population are using those services?

Harry Fowler: In terms of our youth service budget in Birmingham, the percentage of directorate budget—that is the children, young people and families directorate budget—is about 2%, perhaps a little less. The percentage of the overall local authority budget is less than 0.5%.

Then there are the numbers of young people who use the service currently. We have stayed with the previous targets—the raised targets—so we have adhered to the previous benchmarks that were set under the resourcing excellent youth service standards, and we still aspire to meet them. This year so far, of the 100,000 or so young people in the 13 to 19 age range, we have reached—echoing Howard's point earlier—nearly 15,000 of them, so about 15%, and nearly 11,000 of those have become registered regular participants.

Q229 Bill Esterson: What services are you providing?

Harry Fowler: It's a youth service at the moment—the youth service management information system for 13 to 19-year-olds. We run a range of projects, about 60 different projects across the city, including what I suppose are large, fairly traditional open-access youth centres. We also have four information projects, detached teams and targeted projects aimed at young people who are unemployed, alongside Connexions. We have a C-card scheme that is based around young people's sexual health. We run sports programmes and we work with the police on Friday and Saturday night schemes, on preventing violent extremism schemes and on guns and gangs schemes. So there is quite a range. We did some statistics a couple of years ago—they are a bit out of date now. Of the percentage of youth workers engaged in open-access youth work, it was down to about 50 or 60%. I suspect that if we had done it 10 years earlier it would have been 90%. So many more of our staff now are far more diverse

in the range of projects and their delivery. We have four centres on school sites or in schools, as well, where youth workers are based. So quite a diverse range.

Q230 Bill Esterson: Which will survive, and what will be cut as a result of the cuts?

Harry Fowler: I am between a rock and a hard place at the moment. The current figure that is being talked about in Birmingham is a cut to my services of £3 million, although I am assured—

Q231 Bill Esterson: Out of a total of how much?

Harry Fowler: £5.8 million. So that will reduce it to £2.8 million. But I am being told by senior cabinet members that that is youth services, and not the youth service, and there is some debate going on in the press at the moment.

Q232 Bill Esterson: So that is over half your budget, if that figure is right? What is the overall budget cut to Birmingham as a proportion?

Harry Fowler: I am not sure of that figure, to be honest. In terms of the local authority set-up?

Bill Esterson: Yes.

Harry Fowler: I don't know, but it is not that high—I think it is about 13, but I will need to check that. There is some debate about that figure—I am assured by senior cabinet members that it won't be that figure, but at the same time in the budget plans that is the £3 million identified. So I think there are alternative sources of funding being looked at, maybe to bridge that gap and look at a period of time over which that reduction can be better managed.

Q233 Bill Esterson: So uncertainty, but at the moment somewhere over half?

Harry Fowler: Yes. Certainly over the next two to three years, yes.

Bill Esterson: Same sets of questions—who wants to go next?

Chair: Who's feeling succinct?

David Wright: I'll attempt to be. I represent an umbrella organisation of English heads of young people's services. Therefore I can't specifically answer the questions in your first part.

Bill Esterson: You might have a picture, though, a pattern.

David Wright: We did a survey before Christmas of heads of services, to try to understand the current situation in relation to budget cuts this year—the in-year savings that we needed to make to youth services—and what the expectation was over time. Like all surveys—and it was Christmas—it was partial, but we saw at least four local authorities making savings of over £500,000, and nearly 61% making a significant budget reduction of over £100,000, which means an average cut this year of 14%. That translates into about 10% of the work force being lost this year.

The difficulty is that people's expectations are that they will now have to begin a process of looking

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forward in the next two to three years at what savings they might be expected to make. Nearly two thirds of them are expecting savings of at least over £500,000, an equivalent of about 28% cuts in the budget. That is extreme, because we are seeing some services that by that stage will have made over and above the level of savings that Harry has described in Birmingham. Some services are looking at 70% to 80% cuts in their budget as well.

So there is a significant change in the landscape, and we are at a crossroads. We might see a series of things that we're looking for in youth work, in an environment where some elements of delivering that service effectively may no longer be present in some local authority areas. That will vary very much from area to area.

Q234 Chair: When you said cuts to some services may be 70% or 80%, I don't know whether you meant some local authorities—

Bill Esterson: Certainly, that's what my local authority has been doing.

David Wright: Some local authorities are at the point of cutting not only their grant aid to their direct delivery of youth services, but their grants to the voluntary sector. So the picture is tremendously mixed. It raises a challenge, and there's a redundant discussion about how services are delivered. At this point we need to ensure that services for young people are secured and maintained as part of the local authority offer, or the local area offer for young people, to support them.

Q235 Bill Esterson: Would you support a move to a per capita spending formula for 13 to 19-year-olds, similar to what goes on in schools? Is that the way to protect this? Otherwise it appears to be an easy target for cuts.

David Wright: I think you've got to provide, within the local authority setting, an opportunity or context that enables people to take account of the value of services. A per capita setting is one issue, as is ring-fencing that funding—though I know that that is difficult at this stage. Another issue is ensuring that you also have an entitlement for young people's well-being in a local area that allows people to say, "This is what you should secure"—not how you deliver it because that is something you would go on to elsewhere. What you look for now is whether you have something that every young person within that local authority area should expect as part of their growing up and successful transition to adulthood. Coupled with per capita funding, that would be a way forward.

Q236 Bill Esterson: You were getting support for that comment from the previous panel sitting behind you. Perhaps we can move on to Garath and Brendan and the range of questions about current provision and the impact of the cuts?

Garath Symonds: I think heads of service are responsible for different things in different local authorities. I am responsible for the commissioning of 16 to 19 education, a small strategic commissioning function, which used to be the Learning and Skills

Council, youth justice, youth services and Connexions. The service came together in 2009 and our budget was around £18.5 million. In the next financial year it went down by £0.5 million at the beginning of the year, then when the new Government came in there were about £8 billion of cuts across the country. That impacted directly on my service to the tune of about £2.1 million—£1.6 million was on Connexions directly, and the rest was split between youth services and youth justice. We are going to make a further £1.8 million of savings in this current year, bringing us down to a budget of around £14 million by 1 April 2012.

We are going through a big process of change and transformation, and in my view, we will not be reducing services, outputs, or the hours of youth work that are delivered on the ground. In many cases, we will be delivering more youth work, and hopefully better outcomes.

Q237 Bill Esterson: How are you able to deliver more with £4 million less?

Garath Symonds: By doing some quite unique partnerships with the voluntary sector. We have 32 youth centres, and we are not closing any of them.

Chair: I am sorry to cut you off, Garath, but that is the next subject when we move on.

Brendan O'Keefe: On the basis of what's been said, I'm going to visit Surrey very soon. *[Laughter.]* My service covers a range of young people's services—Connexions, youth services, teenage pregnancy programmes, health programmes, youth sports, arts, drama—lots of different things. Our services are at the age range of 10 to 24, and our core is 13 to 19. We attract around 40% of our local youth population to our services in one way or another during the course of a year.

The budget is currently around £6.9 million. We are taking a hit for next year, almost all from a reduction in Government grants—or what were formerly Government grants—of round about £700,000, or 13.5% of our operating budget. The council itself is not making significant reductions in youth services for 2011–12. Our services are valued by the council, but I don't anticipate their being able to sustain that position throughout the budget deficit programme, hence our ambition to do something radically different with our youth services, which you may want to go on to later.

Q238 Bill Esterson: Have you had any indication of what the likely final reductions will be?

Brendan O'Keefe: By 2015?

Bill Esterson: Yes.

Brendan O'Keefe: No, but I can probably work it out fairly carefully myself. Just taking the 28% reduction in local authority spending as a benchmark, that would result in a very, very significant reduction in our ability to run youth services. Because most of our services are discretionary, I anticipate that it will be higher, but there is not yet a council position on that; it is purely my estimate.

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Q239 Bill Esterson: So you think that because a lot of it is discretionary it would be higher than the council average?

Brendan O'Keefe: That's what I anticipate.

Q240 Neil Carmichael: To all of you: have the Government given any indication of how many independent providers they would expect to see in this sector? Additionally, what do you think independent providers will bring to improve provision? Brendan, do you want to kick off?

Brendan O'Keefe: Do you mean the voluntary and community sector, the private sector and so on?

Q241 Neil Carmichael: Yes. Basically, what will the landscape look like in terms of commissioning from independent providers?

Brendan O'Keefe: From the perspective of Kensington and Chelsea, and actually the three boroughs of west London, which, as you are probably aware, are developing the sharing of services and commissioning processes, the direction of travel is for the councils to become predominantly commissioning councils. The landscape will look very different from the current one. There will be a lot less delivery by councils themselves, and much more in terms of commissioning from the voluntary and community sector and the private sector.

Q242 Neil Carmichael: What improvements do you expect to see in terms of delivery and provision?

Brendan O'Keefe: For our own service, we are planning to become part of that sector. We are planning to opt out of the local authority in order to run our own business, contracted back with the local authority at less cost. The improvement for us is that we will be able to attract funding from a variety of different sources, which we currently cannot access. The social finance landscape is beginning to open up. The Cabinet Office has recently issued a paper on this, and if I can ask the Committee to make one recommendation to the Government, it is to make good on the potential in that paper for the social finance field to be opened up to organisations to access funds from various different sources. That will change the landscape completely.

Neil Carmichael: Garath?

Garath Symonds: I don't think Brendan needs to come to Surrey, because it sounds as though he is doing some similar things. I do not anticipate any improvements from moving to a commissioned or outsourced model, because I do not believe that the voluntary sector provides good services and the statutory sector provides bad services. I think there are other benefits to moving to a more commissioned or outsourced model that we can explore, but the key issue with quality and improvement is around the quality management system and the performance management system that we have in place. If it is a good system, that will work regardless of the provider. As Howard was saying, it is not about the actual provider but the management system that surrounds it.

Q243 Neil Carmichael: Can you give us a hint of those other benefits that you would like to explore?

Garath Symonds: I think the voluntary sector can do things at less cost. I was talking earlier about how the amount that we are spending on management is going to be massively reduced, because the voluntary sector can manage services at less cost. It can attract funding from outside, and it can attract community assets in a way that we cannot. It can leave a community capital in a way that we cannot, because it is more local, more embedded and part of the community. Those benefits are the ones that we are trying to capitalise on.

David Wright: In answer to your question, the indication is that the Government want to see a greater diversification of the sector, which is the ambition. I would agree with the two colleagues so far that there is a need to move to increased commissioning in terms of that. I would put two caveats in place, however.

First, at the moment, as well as the large reductions in money for the local authority sector for youth work providers, the voluntary and community sector is almost being hit equally hard if not harder from the process, because it is seeing cuts not only in the funding that it receives from central Government and other grant areas, but in the money that it receives from local authorities. It is being hit by a double whammy at the same time as the opportunities are there for it to be able to open up and to compete. Its size is often both its advantage and its disadvantage. We want to see a thriving local community sector that responds to reflect the needs and engagement of the local community. That is the first warning.

Secondly, and this is where commissioning needs to be looked at slightly in a new way, it requires that level playing field across the piece. That level playing field is both in terms of access for the voluntary and community sector and in terms of standards and outcomes. If we can move towards that position, that would then give us that optimum choice of what the best outcomes for young people are. You would then start to look at the models that might deliver that, and you would not be prescribed by one sector over the other.

Q244 Neil Carmichael: Who is going to be responsible for making that level playing field?

David Wright: That should be in the emerging and changing role of the local authority, I would suggest. That is the role of the local authority, which is best placed to provide the local, strategic leadership to support and pull together partners across the piece, and to find the best outcomes for its citizens.

Q245 Neil Carmichael: Harry, have you anything to add?

Harry Fowler: A particular issue in Birmingham is the scale—the size of the city and the range of the voluntary sector—and there not being a single voice we can talk to in the voluntary sector. We have started a range of summits, one of which is next week, to begin to engage the sector. As I said, we are going down the line of developing local, smaller voluntary organisations and enabling them to take on their local youth project.

To dispel perhaps not a myth but the misunderstanding sometimes, the partnership between statutory and

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voluntary youth services is already extremely close. It is very hard to draw a line between some of them. We have statutory youth workers based in voluntary organisations—secondments and so on—and it is about building on those existing partnerships.

The line of travel in Birmingham for commissioning will be that commissioning will be around targeted and vulnerable young people. Alternative ways of securing services will be explored for the more universal. Then the issue is how to tie those universal youth services into the more targeted provision aimed at vulnerable young people.

Q246 Neil Carmichael: David, may we talk about mutualisation, which is something you are pursuing as an organisation? Could you capture, for the benefit of everyone listening, what you mean by that? How do you think it will both save money and improve outcomes?

David Wright: Last summer, we embarked on a process of looking at how to make sense of the changing landscape. We ran something called Living with Less, on how youth services might start to address the changing landscape. One of the emerging issues was, clearly, a sense that there was a need to focus on what local authorities are actually looking at in terms of core provision, which is the relationship with targeted services, supporting and preventing young people from becoming vulnerable, but also a range of other services.

One concern was a break-up or fragmentation of the local authority structure and, alongside that, the loss of issues about progression, training, qualifications and standards. One of the models that started to emerge was a recognition that perhaps a way forward for youth services in 2011 was to follow some of the paths of other local authority services in the '90s and early years—needing to be in a different place, or to be externalised, and to be in a position to offer that critical mass. One thing key to that has been the opportunity that mutualisation offers.

Brendan can talk about some of the specifics of his current experience, but the benefits that we have seen is that it affords that critical mass and buy-in—it almost happens that services feel they are engaged in the delivery and change of the process. Most important, in the model we have been working with, with our colleagues in FPM, is the opportunity of engaging young people in the management, direction and membership of that service, which is an extension of young people's involvement as young citizens in the delivery of service.

The dilemma we faced is that, in the current climate, people have been salami slicing and trying to balance the books. The opportunity now affords itself, over the next two years, as we start to look at service redesign, for us to see a number of those local authorities starting to go down the mutualisation route. They are exploring that. Because of confidentiality, I cannot say which local authorities they are, but we are looking at around 17 that are interested or taking some steps further down the line. What we will see, I think, is a lot of development and then, at some point, the first, followed by quite a few more, actually to pursue that route. The benefit of

mutualisation is the sense of involvement, in terms of the community, staff and young people, primarily for delivery.

Q247 Neil Carmichael: Brendan, David suggested that I ask you how you are getting on with your project and mutualisation. Have you any comments you would like to make to us? Also, have you been finding any benefits or do you expect any?

Brendan O'Keefe: Yes, certainly. We are part of the Cabinet Office pathfinder project. For some time now we have been looking at different ways of delivering our services, as what was coming down the track did not look good. We have to look at different ways of organising ourselves and attract additional income. We had some thoughts of developing ourselves into a trust or trading company. We can and will do that but it is not going to do the trick—it will not bring in sufficient income for us to be able to deliver these services at the current level of attainment. So we have decided to do something more radical which is to develop ourselves into a social enterprise, which is opted out of the council, then contract back with the council at less cost and deliver youth services under a contracted basis. The benefits will be that we can bring in funds from other sources that are not currently available to us.

Chair: Such as? Where will you get this extra?

Brendan O'Keefe: Social impact bonds, the emerging social enterprise, social finance field, the Big Society bank, trusts and charities. All of these are not currently available to local authorities, or local authorities will not be able to pitch for them. So we will be in a place to take advantage of this emerging field.

Q248 Neil Carmichael: So you will be more flexible and more manoeuvrable in the market?

Brendan O'Keefe: Absolutely. I have to be able with my staff to design services that people will pay for. Regarding this issue that the Committee keeps returning to around being able to prove worth, if I cannot prove the worth people will not pay for it. So it is a very important element of our development. We are redesigning the service to show much more the worth of what we do and evidence of that because that is part of our business case. "Trust me, I'm a youth worker" is not a business case; you have got to be able to show that what you do adds value and creates value for the young people, particularly the people who are paying for it.

Q249 Neil Carmichael: How would payment by results fit in?

Brendan O'Keefe: I see that as part of the scenario. It could not be the only one as it is too big a business risk. I am sorry to go into the commercial terms already but that is the way I am thinking right now. For any organisation to be simply about payment by results, you are taking an enormous risk with your set up but it has to be part of the scenario.

Q250 Damian Hinds: I don't want to ask too many open-ended questions as I am conscious that this is a

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massive field but it always strikes me that the textbook example of social impact bonds is prisoners. It is a fantastic example which is very clean—a confined group of people, limited number, easy circumstance to describe and, if you can measure in two years' time three offending rates less than that, then you have done it. But beyond prisoners and into youth work, and indeed you might say more broadly as well, I would love it if it were possible to make that principle work across a whole range of things but is it really possible and how big is the potential?

Brendan O'Keefe: It's enormous and one of the things we are doing as part of our service re-design is to have a pilot project around a term you may be familiar with—social return on investment. This is a systematic way in which you can define the outcomes you want to achieve in terms that reflect economic and social value. You can turn that into a business case for funding and we can see a range of our services that we currently offer, including services—

Q251 Damian Hinds: If I have understood this correctly and I am not saying I have, because it is a complex field, that sounds like payment by results. As I understood it, with social impact bonds there is a saving to society and to the Exchequer if that person does not go back to prison. That is what funds the up-front bit, whereas with youth work in general the average horizon you are talking about before you see a saving is multiple times that. It is a less easy to define population as people come in and out of it and you cannot necessarily say that what you did was what made it that sort of sum.

Brendan O'Keefe: That is true.

Damian Hinds: I am being very open and the Chair is going to slap me down.

Chair: It is always fascinating.

David Wright: It is the difference between the targets and the open access. You can start to identify some specific activities that you want to be able to achieve with particular groups of young people. We have had the experience of that. The teenage pregnancy work has been an example of that. We know that by reducing teenage conceptions or later pregnancy we can see in the levels of investment that there are savings for the state as a consequence. In those areas you can clearly see that.

The other issue is that the more general and the more open-access it is, the less clear it becomes because of all the things you have already heard this morning. So it depends on how you pick and choose and I think that is how you construct your local model to enable that and respond to that.

Garath Symonds: As for savings that are accrued elsewhere in the system, a police inspector wrote to me yesterday saying that she was concerned about the cuts she had read about in the paper. She said that they had done a great job with the youth service in reducing antisocial behaviour in Tandridge, the district that she comes from. I know that there are no antisocial behaviour orders in Tandridge and that antisocial behaviour has reduced in that area. She asked me to make commitments to keep the level of funding.

I could say to her, "If I have reduced antisocial behaviour, I have saved you money. There is a saving that we could both share." I am not sure that the system is sophisticated enough at local level to say, "I accrued a saving for you, and I want some of your saving." That is a total playful community-based budget-type scenario.

Q252 Damian Hinds: Many people would claim credit for that saving, not just you, such as "The school has also done a fantastic job. The estate has been very well run", and all that blah, blah, blah.

Garath Symonds: Absolutely. The original example that you gave of crime is good, because the cost of crime is quite easy to calculate. The London School of Economics recently did some work saying that the whole lifetime cost of a NEET young person to society—UK plc, if you like—in loss of taxes and benefit payment is about £97,000. As our big strategy is about increasing participation in education, training and employment and if a social financier wanted to invest in a social impact bond, we could reduce NEETs and say that every unit is worth 97k to the Government.

Q253 Damian Hinds: In theory, you could. If that £97,000 turns up tangibly on some profit and loss account—

Garath Symonds: That's why it is so difficult.

Chair: We will have to move on, fascinating though it is.

Q254 Craig Whittaker: Harry, Birmingham was named and shamed. In fact, I will name and shame the person. It was Jason Stacey from the YMCA. He said, "I have to name and shame Birmingham, which seems to be cancelling contracts as it sees fit, already closing departments and taking advantage of the unring-fencing of the specific grants to divert money away." Is that a fair assessment?

Harry Fowler: I'm on thin ice if I am talking about the whole relationship between the city council and the voluntary sector. If I can talk about my director and the youth service relations with the voluntary sector, there is an element of truth in that. We supported 48 voluntary sector youth organisations up to the end of this financial year. We have had to withdraw that funding. They range from large organisations to small scout groups, and we have had to save nearly £700,000 as a result of that. I think that the voluntary sector has had a hit from that, for sure, yes. That is as far as I want to go in talking about the overall council picture.

Q255 Craig Whittaker: Okay. Let me ask you a question and then open it up to the rest of the panel. In the previous session, Dr Howard Williamson talked about youth services that we should not be doing and the duplication of services. How much of what Birmingham has done is because of that or is it just a knee-jerk reaction to the cuts?

Harry Fowler: Most of the wheedling out of poor practice has gone on over the last five or 10 years. In answer to the Chair's first question this morning, "Have things improved or not?", yes, they have, in

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statutory youth services generally. We are far more sophisticated in terms of management information systems. We have measured according to credited outcomes. We are much clearer now about saying what our role is, and how we contribute. That process has wheedled out a lot of bad practice over the years. We are a much leaner, more efficient service now than we were even five years. I do not think that a great deal of poor practice goes on in the local authority youth service now. It is back to that notion of it being a fairly easy-to-pick service to find cuts because of its non-statutory base.

Q256 Craig Whittaker: So it is a knee-jerk reaction?
Harry Fowler: Those are your words, not mine, but a political decision is being made to value that service less than other services.

Q257 Craig Whittaker: What about the other councils? How much have you done around trying to get rid of duplication of services and services that do not deliver outcomes, particularly around youth?

Garath Symonds: There's poor practice and poor performance in every part of the public sector. It's a constant thing. We are trying to have a single strategy so that our services are going towards one outcome, which is around a participation in education agenda. The commissioning model allows us to decommission and recommission on the basis of young people's needs and of the performance of our providers. Where we say that our providers are performing poorly, we can decommission them and recommission another service, and manage quality in that way. That was tested out when we cut the Connexions service by £1.6 million last summer, when we established a decommissioning policy. *[Interruption.]*

Chair: For *Hansard's* sake we shall wait until the bell stops.

Garath Symonds: Just to finish what I was saying, the commissioning model allows you to decommission and recommission based on performance and quality in a way that allows you to improve quality over time.

Q258 Craig Whittaker: In your specific case, the Committee has heard evidence that you are at the other end of the scale. We have heard evidence that you don't salami slice and that you are doing fairly well in that regard. Why are you doing it so differently from other authorities? Why do you seem to be achieving far greater results with far less?

Garath Symonds: We're not there yet. What I am trying to talk about are projections from 2012 onwards. The services that we have are ones that we have had for 20 years, and I think I am in very much the same place as Brendan and Harry where we are redesigning or—in the terminology that I would use—recommissioning. What we are saying is that from 1 April 2012, I will be able to buy more hours of youth work than I can now with a smaller budget.

Brendan O'Keefe: Similar to Garath, we have quality and performance indicators by which we assess the success or otherwise of our commissioning processes. Internally within the local authority, we have line management processes that do a similar sort of thing.

We are protecting the voluntary sector budget for next year, 2011–12. That doesn't mean we will commission the same services, but we will protect the amount and ensure that the voluntary sector is still supported. There is a very strong partnership between the voluntary sector and the local authority. One of my colleagues has said that it is hard to delineate the two. One of the risks of a rigid form of commissioning-only authority is you lose that dynamic, where the local authority can strongly support, enable and empower the voluntary sector. Any commissioning process needs to be able to take that into account, and that dynamic should not disappear.

Q259 Bill Esterson: Garath was talking about trying to square the circle with less money and to improve services. Concerns have been raised in Surrey about the lack of adequate risk assessment involving front-line staff, and a lack of consultation with those staff and service users. Real concerns were raised by the previous panel about experienced professionals being involved in the reconfigured services. I know that it is difficult to answer that quickly, but they are real concerns that have been raised with me.

Garath Symonds: In the past 12 months, we have consulted 8,000 young people. In the five years previous to that, we had consulted only 1,000. Consultation is an ongoing process, and I go out to meet young people myself and consult very directly. We have done a significant amount of activity around consultation and working with staff. The youth service specifically, where many of these concerns are probably coming from, put a proposal to me and to management, listing 12 substantive points that say, "This is how we want the model to look in the future", and I have accepted 10 of them; this was only last week. So there is consultation going on, and I am listening to a range of stakeholders—young people, elected members, staff, the voluntary sector and other partners. We are going through a period of change and quite radical transformation. We've got political backing; the leadership of our politicians is with us. You need that very much to make change happen. But change is a difficult thing for people to go through, and people will raise concerns. What I am saying is that I am listening to them, and last week was an example of where we not only listened, but accepted a range of points that came from the staff.

Q260 Ian Mearns: In terms of identifying the specific needs of young people, have you done any significant mapping exercises to identify, quantify and prioritise the needs of young people in the areas that you come from? Have you done any mapping exercises in terms of the services that are out there, and how they could be better integrated to meet the needs that you've identified?

Brendan O'Keefe: We do that as a matter of course as part of our commissioning process. We do an annual needs assessment—we're doing one right now, in fact, to support our commissioning process for next year. And yes, mapping is part and parcel of what we do. What we don't do enough of is mapping what goes on next door and slightly beyond; that's something we need to do more of. As our tri-borough mentality

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starts to develop in west London, we're thinking more about joint commissioning across local authorities as a way of producing better services that cost less and are more efficient in the way that they're run.

David Wright: I would add that more local authorities are doing mapping. It's one of the key things that they do in terms of service planning, and is part of that broader contribution overall. It is not just about how you then use that for commissioning; it's about ensuring the removal of duplication and about the contribution to the overall delivery of services in the locality.

Q261 Ian Mearns: Isn't there a dilemma for service leaders, in that there are improvements to be made in terms of what constitutes need, what sort of need there is and what the effect of measures to meet those needs should be?

Garath Symonds: We did an assessment, which we completed last year, called "One in ten." One in 10 of our 1 million population are aged 13 to 19—teenagers. The assessment looked at a range of needs of young people across the county, by borough and district—you might know that we are a two-tier authority.

Along with that needs assessment, we looked at what services are out there for young people, and we worked out that there are about 1,000 youth organisations across the county—about 100 per borough and district—and that there are more things to do and more places to go for young people in the county than the average young person would have the free time for. Part of our commissioning strategy is to market those activities that we don't deliver but are delivered elsewhere. That is a key thing about need and local need. A big part of our strategy is to ensure that resources are made available locally, so that local people can assign resource to need at a local level. We are now looking at presenting a localised picture of need for our local committees to make decisions about commissioning NEET services for young people.

Q262 Ian Mearns: Do you involve young people in the commissioning process? With the route that you've identified and are going down, isn't there a danger that a greater range of services will be available to the articulate, who can access them and are socially mobile, than to people who particularly need specific inputs in order to become re-engaged in civil society?

David Wright: One of the real benefits, looking back a little, of things such as the youth opportunity fund, the youth capital fund experiences and some of the processes that operated before was that you saw a tremendous range of young people engaged in decision making. About 900,000 people were engaged in that process, in terms of decision making. If you add in the local mayors and the local cabinets and so forth, you see a range of young people engaging more than ever in that contribution, in terms of civil society, which is a really positive thing that we need to recognise.

One of the dilemmas is that it is often asked, "When are you reaching the hardest to reach?" I think that everyone around here would give you anecdotal evidence and examples of where you're seeing

disadvantaged young people, from looked-after children committees or boards through to young offenders, being engaged in those processes, and a fundamental part of that has been the role that the youth worker plays in securing those young people and supporting them to be able to make their own judgments—not those of the youth worker, or the adult.

Harry Fowler: There is an added issue. Our experience is that it has not been that difficult to engage those young people in all sorts of parliaments and forums and so on, but the tension arises when what they perceive to be a need differs very greatly from what the commissioning body perceives as such. Young people tell us repeatedly that they want more activities—places to go and things to do. They want health projects, help with education, and things to combat violence. They want to feel safe on buses. Interestingly, they want improved parks—they like the parks. There are all sorts of things that young people tell us, and the challenge is for adult institutions to trust that judgment and invest in it.

Q263 Pat Glass: We've heard from Harry that in Birmingham you are looking at summits and the range of voluntary and private sectors. Garath and Brendan, can you tell us how you are involving the voluntary and private sectors in your commissioning decisions?

Brendan O'Keefe: We have a strong relationship with our voluntary sectors, which is based around treating them as partners, rather than simply as contractors. We involve them in helping to set priorities and the sorts of outcomes that we want to see—for the whole community, not just from the local authority's perspective. We do not involve our voluntary sector partners directly in the commissioning decisions because there would be a clear conflict of interest. There has to be a separation of those functions. Our voluntary sector partners are very much part of the whole commissioning panoply, but they are not part of the actual decision making.

Garath Symonds: We have an organisation called Surrey Youth Focus, which represents 80 voluntary sector organisations in the county. We also have Surrey Youth Consortium, which is a group of about 10 or 12 voluntary sector organisations that are not-for-profit companies, rather than the voluntary branch sector, which is based on volunteering. I work closely with them. As Brendan has said, it is about strategic partnership, and those organisations are not involved in commissioning decisions, which are based on need and priority, rather than what the voluntary sector thinks. We talk to those organisations, but they are not involved in the decision making.

Q264 Pat Glass: Brendan, in your submission, you told us that your model with the voluntary sector "has proved highly successful." What is your evidence for that?

Brendan O'Keefe: We have a set of outcomes to achieve on behalf of the council, and we involve the whole voluntary sector in helping us to do that. The commissioning process is based on everybody reducing duplication and inefficiencies, and pulling

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together in the same direction to achieve those outcomes.

We have regular, monthly meetings with our voluntary sector organisations—I am going to one this afternoon—to engage them in the process and to ensure that they feel valued and informed about what the council is doing and its direction of travel. We second staff to the voluntary sector to help them with quality issues. We provide advice and guidance to them that often makes the difference between their folding and remaining alive, so it can get down to that sort of level. The key for us is to treat our voluntary sector organisations as partners in a process, rather than simply having a commissioning and contracting relationship.

Q265 Chair: Will you write to us, Brendan, with the outcomes?

Brendan O'Keefe: Yes.

Q266 Pat Glass: The Committee has heard evidence that voluntary sector organisations feel they are being unfairly targeted in the cuts. How are you going to prevent that feeling of unfairness if you do not involve them, at least through representations, in your commissioning decisions?

Brendan O'Keefe: They are certainly involved in representations. To repeat something that I said a moment ago, next year we are ring-fencing our voluntary sector budget, so the same sum will be included. We won't necessarily commission the same organisations, but the sum of money will be the same. One of the things that we are doing in our pathfinder mutuals projects is involving our voluntary sector organisations in the planning process because, not unnaturally, they are a little concerned about this, as we are moving on to their turf. They see us as a very big threat in future. We are talking to them about how we develop collaborative ways of working and jointly bidding for funds. In fact, we are already doing that. Two current examples are funds from the PCT and from the neighbouring local authority that we are bidding for in collaboration with the voluntary sector. I think that will help to reassure the voluntary sector that in future it will continue to be part of the local authority's drive to help young people.

Q267 Pat Glass: Finally, what are you doing to encourage the smaller providers to come together in consortiums to bid for contracts?

Harry Fowler: As I said, we are holding the second of a number of summits next week to try to gather together as many voluntary sector colleagues as we can. I echo Brendan's point. We have estimated that there are somewhere in the region of 1,000 voluntary organisations in Birmingham, but it is difficult to count them. We would welcome consortiums. The problem at the moment is a capacity issue, in terms of doing a lot of work with those voluntary organisations to assess their capacity—what ability have they got to take on some of these responsibilities, and how do we withdraw while supporting them in picking up?

Q268 Pat Glass: Are you giving them encouragement? I'm particularly thinking about the smaller ones. What are you doing to ensure that those smaller organisations can have that capacity?

Harry Fowler: It is a new road for us at the moment. Other than the support that has already been described, we have local youth officers and workers who work with voluntary organisations. The ground has shifted. We are no longer funding those organisations. We are working in a different way, and we will be asking them to develop capacity. Our officers and workers will work alongside them to do that. But we are really at the start of that road. At the moment, we are beginning.

Chair: Thank you, Harry. One last question from Nic.

Q269 Nic Dakin: In his study on inequalities, Professor Marmot talked about actions needing to be universal, but of a scale and intensity proportionate to the level of disadvantage. On this idea of proportional universalisation, how do you manage the relationship between universal and targeted provision?

Brendan O'Keefe: I think I'll write that down. One of the things that we have been able to do through the provision of universal services is ensure that young people whom you might call targeted—let's use that shorthand—do attend, and they do. It gives us an opportunity to then work with those young people in a very structured way. I can give you an example. We've had an issue with gang problems in Chelsea and North Kensington recently, which has spilled over into Westminster. A bit of a turf war is developing. The majority of the young people involved are attending our services, which gives us an opportunity to work with them very intensively around this issue. I guess that may be a demonstration of the professor's theory. Could you give me that again?

Nic Dakin: Proportional universalisation.

Brendan O'Keefe: I shall say that at the next scrutiny meeting and see if anybody understands what I'm talking about.

Chair: It should really be said with an American accent. Garath?

Garath Symonds: I'm not sure we can afford to provide a universal service. If there are hundreds of thousands of teenagers in Surrey, and I've got £14 million, I can't deliver a truly universal service. Our youth centres and youth clubs will be universal in that they won't turn young people away. In fact, they will try to attract them, whether they are vulnerable or not. The universal offer that we are going to make is around information, and we are going to provide information on a range of things—services, things to do, places to go, education, training and employment, and health services and so on. Our universal offer will be a digital one in the future.

David Wright: I would just add that that no one should pretend that youth services are a universal service in that sense. Young people choose to get themselves involved in this process, or choose not to. They may choose to go down a variety of different routes. There

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are those young people who benefit from a youth-work intervention, want that youth-work intervention, and choose it in their own way. It is supporting that variety of opportunity at a local level, and making sure that once you've got that universal youth work offer, it is identified, focused and targeted on the areas of most need. That's where you bring that back into

the needs assessment of a local community, and how you focus those energies. That's always been the case, and that is how it will inform the future as well.

Chair: Excellent. Sorry, Harry, I'm going to have to cut you off. Thank you very much. It has been a very useful morning all round, and your contributions have been valued.

Wednesday 30 March 2011

Members present:

Mr Graham Stuart (Chair)

Neil Carmichael
Pat Glass
Damian Hinds

Tessa Munt
Craig Whittaker

Examination of Witnesses

Witnesses: **Jane Haywood**, Chief Executive, Children's Workforce Development Council, **Gill Millar**, Regional Youth Work Adviser, Learning South West, **Doug Nicholls**, National Secretary, Community and Youth Workers Union in Unite, and **Adam Nichols**, Chief Executive, Changemakers, gave evidence.

Q270 Chair: Good morning, and welcome to this session on services for young people. We have three panels today, which is a tight schedule, so I ask Committee members to be short, brief, succinct and to the point. I know that panellists of your distinction will automatically respond in that way, but I apologise in advance if I brutally cut you off as we try to get through and cover the issues that we want to talk about today.

Tim Loughton, the Minister, said at the recent Positive for Youth summit, "The youth sector should have been reformed years ago." Is he right? Does the sector need to be weaned off its dependency on Government funds? Does it need a major push to change and improve?

Adam Nichols: He is right. The sector has been far too dependent on state funding, and there are too many organisations. The current context provides a real opportunity for reform, and the sort of things we would like include a more mixed economy in funding terms, and more of a focus on the volunteer side of the work force, which we think is really important. I think that the Minister is right, and I think that there is a real opportunity.

Doug Nicholls: The Minister is right and wrong all at once. We are in the middle of the most dramatic reforms in the youth work and youth service sector that we have experienced since the creation of the service in 1961. We very much welcome the formation of this Committee, but the carpet is being pulled from under your feet, because of the scale of the—I can't call them cuts—destruction, and there are so many proposals to get rid of youth services 100%.

Q271 Chair: How many? I am aware of two.

Doug Nicholls: There are many more than two, and I think I have listed some of them in supplementary evidence—I will send some more through. There are certainly more than two; I can think of six quite easily. Even in those areas that are being cut by only 75% or 50%, the effect will be to remove educational youth work provision so significantly as to render it meaningless.

Just as a reminder, local authorities have never spent what the Government said should be spent on the youth service. The last figure that we have from 2008 of £316 million on the youth service in England is very small when we compare the number of people who come through with a positive alternative. We have asked the Minister, and we ask you, to take

cognisance of the fact that by July nearly half the professional youth work force could disappear as a result of redundancies. That level of funding and support is not being replaced by any other source. State funding is indicative of a social commitment to young people, and there has never been enough of it.

Gill Millar: I am not sure that the youth sector has stood still and suddenly needs reforming. For me, it has been in a state of gradual reformation for a long time. Successive Governments have had high expectations of what they wanted for their young people, and they have expected the youth sector to respond to that either through directives and investment, or by setting out what they want for young people and leaving it to the sector to decide how to do it.

I don't think we're looking at a sector that is stuck in a particular way of doing things. An awful lot of good work goes on in the sector, and if we are reforming it again and further, let's build on that good stuff.

Q272 Chair: Is there an urgent need for reform, Jane?

Jane Haywood: The sector has always reformed, and it has always tried to respond to the condition that it is in, so we are in a different position than we might have been in three or four years. We now need to look at how we can deliver more effectively. Clearly the voluntary sector is the right place to go, and the use of volunteers is right.

What is really important is that we remember that all young people, whether they are most disadvantaged or very privileged, will benefit, grow and develop from some form of youth work, so we need to think about how to ensure that as much provision as possible is available using all the resources that we have. Sometimes those resources are generous, and sometimes they are not.

Q273 Craig Whittaker: Interestingly, 6 million people in England work in the work force, with 5.2 million of them primarily from the voluntary sector—a couple of you have said that the use of volunteers is the right way to go, and it is fair to say that we are probably on that track anyway. The Children's Workforce Development Council describes the work force as complex and fragmented. Just so we understand, who makes up the young people's work force, and is that distinct from the children's work force?

Jane Haywood: I think you have seen the copy of the tangerine in our document—it depends on where you draw the circle. In terms of the young people's work force, you have people working in formal education, and then you have youth workers, family support workers, Connexions workers, guidance workers, youth justice workers and health workers—it is a very wide and varied group of people. Then you have a huge set of people who are operating in the voluntary sector, so the work force is very wide.

Is the children's work force different from the young people's work force? I describe it as a continuum. The skills needed to work with children and young people, are about listening to children and young people, designing services that meet their needs, keeping them safe and working with parents and carers. As children and young people grow, how you work with them changes and adapts. What you do with a three or four-year-old is different from what you do with a 14 or 15-year-old developing their own autonomy and developing their independence from their parents. I think it is one work force with a common set of skills but, as they move forward, with the ability to work in different contexts.

Q274 Craig Whittaker: Is the Children's Workforce Development Council wrong when it says that the work force is fragmented and complex?

Jane Haywood: It is fragmented and complex, because the work force sits in so many different places. That is not necessarily a bad thing if you can support that fragmented work force in different ways, starting from the Girl Guides on a Friday night and going right the way through to somebody working in a drugs project who is available 24/7. It is a huge spread. Their training and development needs will be different and the way in which they operate will be different, but within that, there will be some common skills. Because the work force is fragmented, communicating with it, supporting training and development and getting the system to work are much more complex than if you were working in education. In education, you know where your schools are, you know roughly what a teacher does and what a teacher teaches. It is much more complex in the youth sector.

Adam Nichols: To back up what Jane said, one of the challenges is that a lot of people who are in the work force would not define themselves as being in the work force. If you turn up to run the Guide group or to coach football on a Saturday morning, you are doing it because you enjoy it and you want to support young people, and not because you view yourself as being a professional in any way, shape or form.

Doug Nicholls: I am looking at the CWDC's state of the young people's work force report, which was published last year. It refers to 775,150 paid staff and about 5 million volunteers, and it breaks down the different occupational specialisms. Let me make a couple of observations about the youth work element of that, which involves 77,000 paid staff and 500,000 volunteers.

The creation of the paid staff was a product of the voluntary sector and the volunteers themselves saying that this particular form of educational intervention with young people required a form of paid practice

and professionalism. That was created by the first courses in 1945. We now have about 58 institutions running training for youth workers and that part of the work force is the oldest part of the young people's work force. They sought to consolidate themselves as a profession respecting the educational needs of young people and the need to support them and give them a voice. It is that part of the work force that is under the most pressure at the moment, and that has a direct impact on the ability to motivate and sustain the involvement of gifted, committed volunteers.

A key element of youth work training is the motivation, recruitment and development of volunteers. As we know, most youth workers themselves come from voluntary effort. We are extremely concerned that the number of young volunteers will be reduced this year as key projects such as the Youth Action Network, which sought to encourage 400,000 volunteers, will literally be cut at the end of this month. We will see even fewer young people volunteering, because volunteers don't come out of the blue.

Chair: We will come on to volunteers a bit later.

Q275 Craig Whittaker: Doug, it seems fairly clear that the work force is very fragmented. Are you saying that change isn't good and that we should carry on the way we are going? That is the impression we are getting.

Doug Nicholls: I have always been involved with change. As Gill indicated, the sector has responded consistently to the different needs of young people and the different policy initiatives of Government. I do not accept that it is a fragmented work force working with young people. A number of different specialisms have grown up at different points of history, and they involve different and equally valued forms of intervention with young people. It is important that people co-ordinate their work more. That is why the kind of youth work training that we get to ensure there is inter-agency work, which again is unique to the youth work training, is particularly important in this environment. Co-ordination is good, but the meltdown of different professional specialisms is not good, because young people consistently tell us that they value the different skilled professional interventions that they are involved with.

Gill Millar: Change is an essential element of working with young people. Young people themselves are in a period of great transition and change in their lives. The workers working with them need to be very adaptive, responsive and so on. But if we are talking about the work force, it is important that, where we are changing, we build on what works, what is good and the skills that workers have that enable positive partnerships to be built and enable volunteers to play an appropriate role. We don't want to throw everything out and start from scratch, because there is a lot of really good stuff.

Q276 Craig Whittaker: How might the composition of the work force change over the next few years as a result of the funding and the structural changes that are taking place?

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Doug Nicholls: I have already indicated that key sections—youth work and play work, for example—face so many redundancies at the moment that the skills that young people, Ofsted and local authority and voluntary sector employers say are important will disappear very rapidly. That is the scale of the difficulties that we currently face, coupled with some of the pressures on continuous professional development and initial training, too. So, regrettably, from where I am sitting—I represent across the work force—we are going to see a serious and unnecessary reduction in key skilled staff.

Jane Haywood: We expect to see more volunteers and more people working in the voluntary sector, because the paid work force may sit in the statutory sector or the voluntary sector. We shouldn't get confused between paid people in the voluntary sector and volunteers. But we would expect to see more volunteers, and we would expect to see more paid people in the voluntary sector. The worry is that in the change process we are going through, the voluntary sector dips too much and is, therefore, unable to respond. It is difficult to tell at the moment how much of that is happening out there.

Gill Millar: Local authorities play an essential role in keeping work with young people going in their areas. They either do that through direct provision or through contracting local voluntary organisations to do work on the ground with young people. Local authorities have obviously had significant cuts. In the south-west region, where I am based, we are seeing all local authorities cutting at least 20%, and in some cases 75%, from their services to young people.

Q277 Chair: Who is cutting 75%?

Gill Millar: Gloucestershire. Strictly speaking, Somerset is cutting 65%. There is more than one authority doing that. The reason for that are the priorities they are facing. Seeing that the priorities are child protection, safeguarding and so on, it tends to push interventions to those below the age of 11. Working with young people has taken a bigger hit. It is not only what they provide themselves that is being hit; it is what they ask voluntary sector organisations to do, too, because the money to fund those grants, awards and contracts is simply not there, either. We are seeing that as one trend.

Another trend for the work force concerns what is left. In Gloucestershire, for example, where such an enormous reduction is being made, they are saying, "We're not going to provide open access provision. Our provision will be targeted at young people who have already been identified as having a particular need to be addressed." The work that staff are expected to do will change from providing open access areas and responding to young people's aspirations as they come along, to focused work with particular individuals. There are implications for work force development, because people who remain may be asked to do things other than what they were trained to do in the first place.

Q278 Craig Whittaker: But is not early intervention and targeted provision better anyway?

Gill Millar: It depends how it is done. You undoubtedly need targeted provision, but a good deal of what we describe as open access provision is targeted, because it is done in places and with communities where there will be a need and where that intervention will be necessary. One thing about open access youth work is that it is not stigmatised. People are not referred to a youth worker; they take part in youth work provision through that system and their needs are identified. The youth workers can either work with you, or they can refer you on. It is not like you are going to the place where the naughty boys go, and that is a significant factor. If we take that out—that provision is largely going—we will lose a big access route for young people to get more specialised services.

Adam Nichols: Can I come back quickly on the original question about what is going to change? There is a danger that we see this in terms of the statutory and professional work force. The bulk of youth provision is not provided in those settings, so there will not be any change. Arguably this is an opportunity, and we are certainly viewing it as that. I do not dispute what other members of the panel have said about changes in those areas, but if you are the Scouts you will carry on delivering with a primarily volunteer-led model, just as you have always done. This measure will not make a huge amount of difference.

Q279 Pat Glass: Can anyone work with young people, or is there something that is special or different about a qualified youth worker? What additionality does the qualified youth worker rely on?

Adam Nichols: The simple answer is, yes, anyone can. I think it is more about values and ethos than about qualifications. At Changemakers, we look for people who are passionate about young people and who believe in young people's potential. We look for people who will engage with young people on an equal basis and who can facilitate and coach them. When I think about who is a good youth worker in the public eye at the moment, I think of someone like Jamie Oliver. He has consistently shown that he can do all those things with young people, but I don't think he has a youth worker qualification. There are lots of Jamie Olivers all over the country who have those kinds of beliefs and attitudes. There is sometimes a danger that we see qualifications as being a prerequisite, when actually the bulk of excellent young youth workers I know don't have qualifications at all, which is not to say that professionally qualified youth workers do not have those qualities.

Q280 Pat Glass: When they are there, do they add additionality? Would you say that anyone can work with young people where there is a drug culture or a gun culture? Surely there are dangers in that.

Adam Nichols: There are clearly specialisms involved in working with young people who have particular types of issues and challenges. I would call that content knowledge in terms of understanding problems and issues, and dealing with them effectively. Fundamentally, a false dichotomy is created between volunteers and professionals. I have

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seen professionals do fantastic work with young people in drug settings. Clearly, they have to be appropriately supported and trained, but the idea that someone—

Chair: You said professionals. I think you meant non-professionals.

Adam Nichols: Sorry, I meant volunteers. The idea that someone has to go to university and study for three years in order to do that effectively is not true.

Jane Haywood: Anyone can work with young people. Adam's absolutely right that it's about values and it is about the way you work with young people. What we know from research—not only in youth work, but across all settings—is that when you train and skill people up, they can do that job better. You wouldn't have just anybody going in to teach a class, because you would want to be sure that they had the teaching and subject skills, and it is exactly the same in youth work. However, I run a voluntary organisation, and my whole setting is run with volunteers. In theory, I haven't got graduate leadership or a qualified youth worker, but my volunteers are teachers, nurses and teaching assistants. They bring a whole set of professional skills from another setting. So, yes, anybody can do it. Certainly, if you are in the Guides or the Brownies, we need you to know how to keep young people safe and be able to do that, as well as knowing what to do if you think they're not safe, and how to lead some really good activities. That is different if you're working with hard-end drug problems, for which you will need to know a lot more. What we also know from people who work in the sector is that they want training and skills—we are running a programme at the moment, which is very popular—and that they want that to be accredited. If you start with the people and what it is they're doing, what they want to do, and how they want to develop professionally, that is the best way to approach this. We mustn't think that volunteer equals amateur. I've been doing this for 30 years, and I am not an amateur. I do know, however, what I can do and when I need to refer to a skilled youth worker, or a skilled social worker. I know when I'm out of the range that I can deal with.

Gill Millar: I want to discuss the added value of a professional qualification, in that the qualification is a mark of having undertaken the training. I think Jamie Oliver is potentially a good youth worker. He is obviously naturally very good with young people and can motivate them, and so on. However, when I watch Jamie Oliver's programmes with young people, I think he misses opportunities. I don't think that he would miss them if he had had the chance to understand what he was doing in the context of broader education and policy, as well as the chance to develop the skills to be able to respond in particular ways and at particular times. He would have a deeper understanding and better range of skills at his disposal if he had done a professional youth work course. I have seen lots of very good youth workers, and I agree with Adam that you don't go into working with young people unless you actually like them and have a passion for working with them. I have seen lots of people come in and get better by undertaking training and gaining that qualification.

Q281 Pat Glass: On additionality?

Doug Nicholls: On additionality, the voluntary work force historically said that we need better levels of practice, we need to ensure that there are people who are doing this work full time, and that they should be equipped to do so. We have a work force made up of volunteers, part-time paid, and full-time professionals who dedicate their lives to the work. All three component parts of that unique workforce within youth work want to be skilled appropriate to the level of practice that they are delivering. If you are working one night a week, inevitably, the requirements on you are less than if you have made your career out of the profession. So, the additionality that the full-timers bring is to co-ordinate and bring the best thinking about informal education practice to bear on the voluntary staff that they work with in their teams, and on the part-time staff. They have a commitment to relationship-building with young people that it is not a product of character. It is a product of sophisticated learning about group work, child psychology and education theory, which is developed within the training courses for full-time and part-time workers. They bring that core of reliability and sustainable relationship-building with young people that you can only have if you are a full-time professional practitioner, who is there six or seven days a week.

Q282 Pat Glass: Some people have argued that the professionalism of youth work over the last 20 years has been more about the conditions and pay of the work force than about the needs and rights of young people. Do you have a view on that?

Doug Nicholls: I have a strong view about that because, if you look at it, the full-time work force—whether I like it or not—has not fallen over itself to argue for more pay. It is not a high-paid profession, as the statistics show.

Q283 Chair: You have, but they have not. Is that it?

Doug Nicholls: I have tried to, but the profession is dedicated and committed. Its first interest is the rights of young people and the entitlements of them. That is where it comes from. That is historically where this profession was created. So it is not by any means a greedy and protectionist profession. People would be in another area of work if they were that way inclined.

Q284 Pat Glass: But they don't go into it for the money?

Doug Nicholls: No, no. Some 68% of the students in qualification training are over the age of 21. They are mature, non-traditional entrants and they come from many years of voluntary experience and part-time paid experience. They recognise that in order to give the best to young people they need to upskill and get not necessarily a qualification, but skills, understandings and values to do the work better. So it is a very committed profession.

Q285 Pat Glass: Gill, can I ask you about the balance of volunteers in the south-west and across the country. What do you think that balance should be?

Gill Millar: It is obviously really difficult to get figures about volunteers. But let us consider one local

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authority in the south-west—Devon—which has recently done a survey on its staffing. Just within the local authority youth service, it discovered that there are more volunteers working than paid staff. If we scale that up, as Adam indicated, there are totally voluntary organisations and the voluntary organisations that have volunteers and a mix of paid staff. As the CWDC paper shows, there are substantially more volunteers than paid staff. There are also paid support staff and paid professional staff. Another authority in the region did some figures for me yesterday. They have 12 full-time professional staff working with 100 part-time support staff and volunteers as well.

Q286 Pat Glass: Given the balance, we are talking about a largely volunteer staff. Is there anything we can learn from organisations such as the Scouts that rely upon a huge army of volunteers?

Gill Millar: What I was just saying shows that there are volunteers right across the youth work force and certainly across the youth-work work force. It may be in the more specialist areas such as drugs advice and so on that the proportion of volunteers is less. What is needed and what exists in a number of places are progression routes that enable volunteers to come in and either choose to do what they do on their one or two nights a week, or to progress from that and do more complex work through pre-professional training level 2 and 3 qualifications and so on. We have seen that there is a real appetite for that in the south-west region and right across the country through the progress project, which is about providing accredited training for volunteers and the voluntary sector in the youth work force. Some 25,000 accredited learning opportunities have been made available and taken up in the past six months. There are progression routes into professional-level qualifications for those who want them.

Q287 Chair: We are going to come to qualifications in a moment. The specific question was: what can we learn from large voluntary organisations such as the Scouts that receive no public money whatsoever.

Adam Nichols: I think you can learn that you can run a highly excellent and massively-trusted-by-the-public youth organisation predominantly with volunteers. Doug said that you can only do this kind of stuff if you are a full-time professional practitioner, but I don't think that is the case. I suspect that if you asked the public which organisations they recognised and trusted, in terms of places where they would want their children and young people to be, the Scouts and those sorts of organisations would be right up there. They don't take any public money, and clearly they have a professional cadre of people who are doing the co-ordination, but most of that provision is run by volunteers.

Q288 Pat Glass: Are we not talking about very different things here—horses for courses? There are groups of children who would do well and flourish in voluntary organisations such as the Scouts, but there are also children who have very complex, very serious

issues. For those children, you need the more professional, specialist provision.

Adam Nichols: There are targeted services, clearly, which need to exist, but if you look at something like the Scouts it is incredibly socially diverse.

Q289 Pat Glass: And there would be dangers in the Scouts trying to get involved in things like that?

Adam Nichols: I am not here to speak for the Scouts. I am not arguing that there is not a need for targeted, professional expertise and specialism, but I don't think that that necessarily has to be provided by full-time professionals.

Gill Millar: But the Scouts and the Guides and all of those organisations provide accredited training for their work force, which is equivalent to the training in the non-volunteer world.

Jane Haywood: The lessons are the same as those from my own organisation. You recruit people young, so you have got them before they realise that there is anything else that they can do with their lives—my children started at one month old. You make it fun and interesting, because the thing about volunteering is that you don't do it because you are a lovely person; you get something out of it, even if it is just the buzz of working with young people. You provide proper quality support and you provide training. Some of that training may well lead on to qualifications, but I couldn't run my set-up if I didn't invest in them as a group of people. That is exactly the same as you would do in a normal, working organisation: leadership of the people, support and direction. That is what the Scouts do. I think they probably take public money, because all of us small voluntary organisations are always whipping bids in here, there and everywhere, but it is not consistent, long-term money.

Chair: I think they told us that they didn't, but it is pretty hard to avoid.

Q290 Tessa Munt: I am going to ask you about the benefits, or not, of a minimum licence to practise in the youth sector.

Adam Nichols: I don't see a benefit, particularly. I think that there are some dangers. You create artificial, unnecessary barriers to entry. You potentially create a false dichotomy between volunteers and paid staff, which I have already said I don't think is right. It could also be very expensive. In another life, I sit as a council member of the General Teaching Council, which has a similar kind of set-up for the teaching profession. The Government are in the process of abolishing it. It is an excellent organisation, but is a very expensive and quite bureaucratic process.

I think it is more important to invest in proper training and development, as Jane has said, for all parts of the work force. This idea that we are going to create some kind of protectionism—and the idea, a bit like the safeguarding legislation, which basically takes as its assumption that everyone is a paedophile before they start, that if you are not licensed it is assumed that you are not capable of working with children and young people—will mean that a lot of people who currently volunteer would simply say, “Sorry, I'm not going to

do that, so I'm not going to bother to do what I'm doing any more."

Jane Haywood: A licence to practise that is voluntary and helps a practitioner to set out what their skills and qualifications are, which they can present to an employer, is a good thing. If you move beyond that, the complexities of running it, as Adam says, make it a much bigger ask.

Q291 Tessa Munt: So it's a voluntary licence?

Jane Haywood: A voluntary licence.

Q292 Tessa Munt: But isn't that called interviewing people?

Jane Haywood: It could be, yes.

Doug Nicholls: A number of people who have done terrible things have called themselves youth workers with absolutely no training qualification or relationship to the field of youth work. A very big issue about protection of children and young people is tied up with this. The views that Adam has expressed, as you will see from the submissions, are unique. There has been a long debate within the whole sector about the importance of getting some improved sense of licensing and regulation, bearing in mind the broad spectrum of the sector, and one simple size will not fit all. We have had a lot of discussions over the past couple of years about introducing systems that appreciate different levels of voluntary intervention, part-time workers' intervention and full-time practitioners.

There are various forms of licence already: the training is validated, and most employers, particularly local authorities, will employ only Joint Negotiating Committee qualified staff; many voluntary organisations have their own ethical codes; and the National Youth Agency in the field has adopted an ethical code for youth work and so on.

Q293 Tessa Munt: An ethical code is just—

Doug Nicholls: Yes, but there is a spectrum of things. At the one end, there is the General Teaching Council's sort of absolute licence, which involves appeals if you are rejected, breaches of the licence and so on. At the other end, as in play work, there are passports to practice and different ways of ensuring that employers, the public and the work force have confidence that a particular individual is equipped to perform at the level at which they perform, particularly when we are talking about a sector where performance and intervention involves young lives. So an understanding of boundaries, power relationships and acceptable practice is essential.

Q294 Tessa Munt: So you would say that it is absolutely critical that anyone whose work involves any form of contact with young people, whatever that may be, should have some sort of licence.

Doug Nicholls: Particularly if they are to call themselves a youth worker, which, as yet, has no protection of title.

Q295 Tessa Munt: A youth worker is not a profession, as such, is it? It covers a massive range.

Doug Nicholls: It is for the 8,000 or so people who do it full time, and for those 3,000 or so currently on professional qualification training, who, when they come out and when they practise, will be at the centre of an organisation of volunteers and part-time staff in voluntary organisations and local authorities.

Gill Millar: In many other areas of the work force, licensed practice has been used as a way of driving up standards and the quality of provision. In setting people up for youth work or, indeed, for wider work with young people, we need to make sure that we do not exclude unnecessarily. I would like a progressive licence to practise, perhaps similar to the Institute for Learning approach that has been taken with further education teaching, where there are recognised qualifications at different levels and there is a requirement to keep up continuous professional development alongside it in order to retain membership of an institute. I am quite attracted by that as a model of doing this. I think it is important to do it in order to ensure that the quality of what is provided remains good, because we are losing quite a lot of the ways in which we've checked that in the past.

Q296 Tessa Munt: Looking at continuing professional development for the youth work force, is it sufficient?

Gill Millar: At the moment, I think it's really patchy. Local authorities have focused on core issues for their overall children's work force such as safeguarding, assessment of young people's needs—those sorts of things. Employers and others have in-house provision. As a regional youth work unit, we do quite a lot of professional development events in the youth work field in the region, but it is non-accredited at the moment. I think there could be more accredited CPD, and more incentive for workers to undertake CPD. It needs to be done in ways and in places and at times that suit the work force. One of the problems that we have had with the youth-work work force in terms of accessing things such as generic safeguarding training is that it takes place on a Wednesday in the town hall, but they have other jobs then because they work in the evenings.

Q297 Tessa Munt: Universities might stop offering youth work degrees because of the changes in higher education funding. Why should that be the case?

Doug Nicholls: It is not entirely the changes in higher education funding that are the current problem—they are a problem, but that is not the whole picture. Youth and community work courses are professionally validated by volunteers through the National Youth Agency's education and training standards committee, which has standards for the operation of the courses. One of the requirements is that about 50% of field work practice is involved in the training, which is now at degree level, so a lot of placements are necessary. Those placements require skilled practitioners to supervise the students on the placements, and they require a massive amount of good will from the voluntary projects and local authorities that host them, because there is no funding for those placements for 50% of courses. And, of course, with students coming

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from non-traditional backgrounds, as they do in our particular sector, having to do 50% placement diminishes the time you can spend on part-time work, and fees are now likely to go up to about £8,000, on average, for youth work courses. So there are a number of pressures on the heart of the professional training, particularly relating to placements where there are simply not enough available and where the financial pressures on them are acute.

We have been very successful in getting non-traditional entrants access into our sector, and that will clearly be changed by the fee system as well. Vocational training is quite a costly area for the universities, and our sector has never achieved HE funding comparable to teaching or social work training, which are the comparable professions. No additionality has been given to our courses in recognition of their high place-work element.

CPD is in a woeful condition at the moment. I have the figures from 2008. It is a very small percentage of any local authority and voluntary sector budget for continuing professional development. That requirement, as with every other profession I can think of, would be integral to a licence to practise—that there should be a simple commitment to 5% or so of your time at work being CPD, so that the public can have confidence that you are up-skilled.

Q298 Chair: If you haven't submitted that already, will you send us the figures on CPD? We would be grateful for that.

Doug Nicholls: I will, yes.

Adam Nichols: I think that the universities will respond to market demand. If employers and students want those qualifications, universities will offer them. As an employer, it is not something that we look at. I am not that interested in academic qualifications, whether they are for youth work or otherwise, when I employ people to work in my organisation. As I said earlier, it is the values, the attitudes, the beliefs and the philosophy that are the key thing. So from my perspective, it is not something that particularly drives recruitment decisions.

Q299 Chair: Have you employed people with youth work degrees, or have you found that that has not provided sufficient additional value to make you prioritise it?

Adam Nichols: We have and we do. I am not saying that they are not valuable, but it is not a great determinant in my experience.

Jane Haywood: It would be a real shame if the youth work degree was no longer offered, but I think that universities will want to look at very different ways of delivering it to make it much more cost-effective, because of all the issues that Doug talked about. I also

think that we should look at whether there is a broader degree on working with children and young people that allows specialisms, which makes it a much more attractive qualification for the person participating, because it opens up more doors than restricting them to one area.

Q300 Chair: Very quickly, is there a case for a generic training qualification for volunteers, or should we rely on voluntary bodies' own systems? Adam, do you have any views on that?

Adam Nichols: It would be expensive to develop. I think that it is unenforceable and that a lot of volunteers would not want to do it, so I would say no.

Jane Haywood: We know from the Progress project that we funded that volunteers value training and want it to be accredited, but it should be driven by what they want to do. I think we can help voluntary organisations understand, through advice, what will be sensible things to do.

Q301 Chair: Would that involve generic training or continuing with different bodies doing different things at different times?

Jane Haywood: I am not sure that I understand the distinction you are making. I think that we need to say to the sector, "These are the skills you need to work in the voluntary sector, and these are the different ways you can get them," and then leave it to employers and the work force to pick and mix what meets their needs.

Q302 Chair: I was thinking of volunteers in particular and whether you should use some expense and create generic—

Jane Haywood: No, I don't think you should. And I don't think you should impose it, because I think that half my volunteers would walk if I said, "You have to do a qualification."

Gill Millar: There already are generic volunteering qualifications. They are not necessarily in the youth sector, but there are awards in volunteering that a number of awarding bodies already offer. I have been involved in the Progress project that Jane just mentioned on training voluntary sector people. There is a real appetite there for accredited training, but I suspect the sector is too broad to be able to say that there is one award that will fit all. I suspect there might be a core on to which you build additional elements. The qualifications framework enables us to do that.

Chair: Thank you all for giving evidence this morning. If there are any further points that you want to make, please do so. I look forward to hearing from you.

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Examination of Witnesses

Witnesses: **Rob Bell**, Head of Social Justice Programme, Paul Hamlyn Foundation, **Martin Brookes**, Chief Executive, New Philanthropy Capital, **Bill Eyres**, Head of Sustainability, Think Big, O2 UK, and **Louise Savell**, Associate Director, Social Finance, gave evidence.

Q303 Chair: Good morning. Thank you very much for joining us today. You are all external observers, so how efficient are youth services in terms of both obtaining and spending funding? Does anyone have any thoughts on that? Rob is looking down; I will pick on him.

Rob Bell: May I offer you our snapshot of this world? We have funding relationships with some 450 organisations. In my programme there are 130 grantees, with the large majority involved in this area. Among them there is a strong appetite to be very good at understanding the impact they make. They sometimes lack the tools and resources to be able to do that as well as they like. What we see among the grantees is fairly economic, lean and effective practice, combining—linking back to the previous discussion—youth work with volunteering and, increasingly, with young people themselves acting as peer support. On how organisations practice, I would say they are effective. We are not a typical, mass market grant maker. We have fewer relationships than many of our peers, and they tend to be for larger grants to newer organisations for longer periods of time. We may fund up to five or six years.

Q304 Chair: Thank you. Does anyone disagree or take issue with what Rob has said?

Martin Brookes: I will take slight issue with it. I am sure that Rob is right about the grantees that he works with at the Paul Hamlyn Foundation. We analyse charities and provide advice to funders and to charities themselves. In our experience of the sector, fewer than we would expect and hope can evidence their work, and those that can really stand out and are exceptional. We tend to pick those as our poster children. There is, however, a dearth of evidence in this sector, which mirrors the whole of the voluntary sector. It is not particularly pronounced here; it is a wider problem.

Louise Savell: I will add that, from a social investment perspective, which is where we come from at Social Finance, there is a general lack of understanding among many youth sector organisations on the potential options in terms of non-grant finance, which might be available to them through loans, equity and equity-like finance. If social investment were to realise its potential for the sector, there might need to be some support to develop the demand side for the availability of capital.

Q305 Craig Whittaker: Martin, I wonder whether I can tap you for a minute on the new philanthropy capital. You have said that the charities are entering a maelstrom and will need support from other funders to weather the storm. Who are these other funders, and what strong protection can they offer?

Martin Brookes: Whoever the other funders are, they can't provide enough protection, because the scale of the cuts that a lot of organisations are facing is just too acute. The other funders might be foundations or

trusts, such as the Paul Hamlyn Foundation, or they might be private donors. Neither of those sources of funding is big enough. They could also be social investors, but that is too nascent a market to be able to step in and plug the gap. Private donations have been more or less stagnant as a share of GDP for the past 30 or 40 years. For much of that period, there has been a decline in the number of donors, as well, which may have arrested things. But it's quite difficult to see how you could quickly and markedly increase private donations from about 0.75% of GDP, which is about £10.5 billion, when you may be facing anything up to £5 billion of cuts. Foundations give a shade under £3 billion a year. It's very hard to see how that can be scaled up, particularly for those that are endowed and want to protect their endowment. There is a question whether some foundations should behave as endowments, and they may want to spend down, but that's not going to happen quickly, and the scale of the resources available varies. Charities will really struggle to deal with that maelstrom. Many will face—indeed many are facing—serious cutbacks in funding and services as a result.

Q306 Craig Whittaker: To what extent will they chose to fund previously funded Government projects on the whole?

Martin Brookes: If you talk to private donors, they will typically say, "I don't like to step in where the Government have a responsibility," but the boundaries as to where the Government have a responsibility are very fuzzy, and, in practice, many private donors will step in. They don't want to step in without a clear exit strategy—particularly wealthy donors—and they don't want to plug a gap indefinitely, but if they can provide some bridging finance and see that the organisation has a plan to supplement and replace Government funding, they are more inclined to get involved. So they will say one thing—that they don't want to do this—but they will often step in. However, to get access to that money, you need the contacts, and a lot of organisations simply don't have the right contacts or the right fundraising capacity. There hasn't been good investment in the last decade or more in fundraising quality. If you want to access wealthy donors, in particular, and you are a small youth charity, it's very hard to do that without knowing where to begin.

Q307 Craig Whittaker: Are you saying that various businesses already exercise their corporate social responsibility as they should, or do you think they can step up to the mark more?

Martin Brookes: I deliberately left out businesses as a funding route, because corporate funding of charities directly is pretty weak and it is declining. It gets increasingly tied in with marketing, rather than with genuine philanthropy. A serious question could be asked of corporates, but it's not reasonable at the

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moment, given the way they've behaved in the past decade or more, to expect them to plug the gap. Whether they should, in terms of a duty, is a different question, but it is very unlikely that they will.

Q308 Craig Whittaker: Can I ask you all whether charities and philanthropic donors are more likely to invest in projects targeting young people at risk, rather than in open-access provision on things such as youth centres?

Bill Eyres: At O2, we've tried to do both. The core of the Think Big programme is about giving young people who have got ideas for making change in their communities money, training and other support to make a difference. The way we split the scheme is that roughly 40% is open access. As to the other proportion, we work with around 35 national and local youth charities to refer young people through who come from more disadvantaged, vulnerable situations. We have very much taken a mixed approach in terms of how we manage that. We work with Teesside University to analyse the data on all the young people who come through. The interesting thing is that the young people who have come through the direct-access scheme, which you apply for through the website, come from some of the most deprived areas in the UK. Interestingly, the targeting of open access and the work we're doing with charities is getting through to the most disadvantaged young people.

Rob Bell: We don't have a policy line on this, but we tend to fund what other witnesses have called a universal progressive approach. That is not a fudged compromise answer, because what goes on is really important. We tend to fund work that allows young people to engage with organisations. "Engagement" is a loaded term. What "engagement" implies is an experience that captures young people's interest and attention, that is profound and long lasting and that involves building up relationships. It also implies that there are routes from that experience into a much more engaged level of support, including referral to external organisations. A typical grant for us would have that sort of approach, where young people can progress, stay attached to the organisation and, if it is needed, get more specialist help, whether it is mentoring, support or referral.

Martin Brookes: The sort of private donors whom we work with and advise are typically those who are looking for impacts, are quite happy to be working with youth at risk and would prefer doing that kind of thing.

Louise Savell: Generally speaking, we see more demand among investors to work with the harder-to-reach groups than to fund generic open access services. At the point where you start looking at outcome-based payments of services and financing for that kind of contract, the reality is that while it is lovely to open up services to anyone who might want to go, in terms of the real public benefit, it comes at the more disadvantaged end of the spectrum. The reality is there is a question for Government at that point as to what they are prepared to pay for.

Q309 Craig Whittaker: Can I ask Rob Bell what programmes for young people remain for both O2 and

the Paul Hamlyn Foundation to invest in? What are the budgets?

Rob Bell: I manage one of four programmes at the Hamlyn Foundation. We spend around £3 million a year on responsive grant making. We are interested in the most disadvantaged and marginalised young people.

Q310 Craig Whittaker: Is that £3 million just your pot?

Rob Bell: It's my pot. As a foundation, we are in the middle of a six-year strategy, and we aim to average a £20 million spend a year with the majority in the UK and a smaller amount in India. I have £3 million a year, and we typically make 30 grants a year. We have 140 relationships with grantees and tend to fund for two or three years upwards.

Bill Eyres: When we launched the programme last year, the initial commitment was to spend £5 million over three years. This year, we have raised our spend to £2 million and extended our commitment to 2015. That is not just in the UK, but in other places where O2 operates, which are Germany, Ireland, Slovakia and Czech Republic.

We believe passionately that it is about not only the money that we spend directly on the programme, but how we leverage in the skills of the business to work in partnership with our charities, the National Youth Agency and two other charity partners. For example, we have around 2,000 O2 people who volunteer. We are training O2 people to mentor young people's projects, so this year, we are aiming to give backing and support to 900 projects that young people run.

We also have a second, higher level of support, which involves up to £2,500 for the young people, who also get intensive training. We have been piloting that training this year, and we have some of the most senior people in O2 going in and working with, training and developing young people. I think a lot of the spectrum should not be just on the money that goes into the charity partnership, but on what the business can bring in added value that is powerful.

Q311 Craig Whittaker: What do you think the Government and commissioners can learn from O2's practice of putting funds directly into the hands of young people?

Bill Eyres: Our approach is that we believe in young people. Initially, we worked with a whole range of customer groups to find out the community issue that they were most concerned about. The issue that they were most concerned about, from young families through to silver surfers, was young people becoming disconnected from their communities. There was a real passion to make a difference. When we then analysed it and worked with a range of different NGOs, the thing that we needed to do was empower young people who were making a difference at the community level. Social action is about getting money and support into the hands of young people at the grass roots. Some of the work that we did, for example, with New Philanthropy Capital on one of the first young people we had through the scheme showed a social return on investment of about 10

times what we had invested in that young person. That is the learning.

Secondly, there tends to be a purchaser-provider split, so we take a partnership approach with the National Youth Agency, UK Youth and the Conservation Foundation. We do not look at matters in terms of providers and purchasers, where we hand over the money and do not think about it again. We work very closely together.

Q312 Craig Whittaker: A 10-times return is a pretty good return. How does that compare with what we currently get from the system? Does anyone know?

Martin Brookes: There are no great numbers on what can be got from the system, but it is not unusual for good interventions to give that sort of return. Those returns tend to be spread across various spending agencies and they are hard to consolidate, which is one of the issues with designing payment by results contracts. It is a nice return, but it is not an unusual return.

Q313 Neil Carmichael: Social investment and measuring outcomes is obviously an important area. Louise, do you think social impact bonds should be specifically targeted at certain things?

Louise Savell: Are people familiar with social impact bonds as a concept? Would it be helpful to give a quick background?

Neil Carmichael: I do not know.

Chair: If you can do that succinctly, go ahead.

Louise Savell: I shall do my best. It is a challenge. Social impact bonds are essentially a financing mechanism that sits behind an outcome-based contract. The Government pay for what works, while investment is raised to pay for services that are provided up front on the basis that investments are repaid in line with the extent to which the outcomes that are targeted improve. That is broadly how they work.

Q314 Damian Hinds: Can you say the first bit again, Louise?

Louise Savell: The Government only pay for success. Essentially, improvements in the outcome trigger payment rather than traditional mechanisms of funding when revenue is provided up front. In many ways, the services offer good potential for social impact bonds. There are a range of experienced, high quality service providers in the sector. It is fairly well documented that, when youth services do not work or when youth services are not provided and youth unemployment, teen pregnancy and antisocial behaviour are high, there is a significant social consequence and public cost. All that stands in favour of outcome-based financing.

The matter is potentially tricky, as Martin has said, in terms of who pays for success. When we look at where the outcomes and benefits to the public sector accrue from improved youth outcomes, there are potential benefits to the Department for Work and Pensions of reduced benefit usage, increased tax take and to the health sector of reducing teen pregnancy and mental health issues, as well as to the Department for Education. The benefits are spread around the

Government. There is a real question around if you were to use an outcome-based measure in the space, who would pay for outcomes?

Q315 Chair: The Treasury is the only answer to that. It would have to buy in, would it not? You need to convince it that it would genuinely see the savings in those Departments later on, and that it would be able to harvest them.

Louise Savell: Quite. There is certainly a role for central Government in pulling together funding strands from different Departments.

The other element when thinking about social impact bonds is whether enough is known about what works. The measurement of the outcomes themselves is not that difficult, so we could identify three or four outcomes that generate a public benefit or are tied to public sector savings either in the short or long term, such as youth employment, reducing teen pregnancy, improved outcomes and so on. Martin may have something to add, but where the challenge comes is whether sufficient data exist between specific interventions and their impact on those outcomes to build a robust investment case that would give investors sufficient confidence to put their money behind it.

Q316 Neil Carmichael: Your answer basically is that they are very good for a lot of Department areas, but you would not necessarily have a generic approach.

Louise Savell: It's interesting, isn't it? If you look at where there are data between interventions and outcomes, I think the two areas where the link is strongest are around youth employment and reduced offending. However, when you talk to the people in the sector, youth service providers such as Catch22 and others, feel very strongly, and I can totally see where they are coming from, that simply providing an intervention that addresses a single behaviour often doesn't address the entire set of issues for a young person and get to the roots. Potentially there is a quite interesting model for the youth sector in saying, "Address the needs of the individual, but perhaps target toward geographic areas where there are significant inequalities of outcomes, rather than specific issue areas, and then measure perhaps two or three outcomes that would demonstrate real success."

Q317 Neil Carmichael: This question about measurement is really important, isn't it? Are we thinking about the number of people who go through a door into a facility—which is one way of measuring—or the assessment of improvement in quality of life, and so on? We need to know what measuring system we are going to use and how effective it will be. Can you comment on that?

Louise Savell: To a certain extent, I think that it largely depends on what the organisation or entity putting up the success payments is prepared to pay for. If the Government were sufficiently convinced that the number of heads coming through the door of a particular youth centre, or the number of individuals who were provided with a certain literacy course, was indicative of future benefit to the public sector, then arguably they would be prepared to pay for it. My

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guess is that they probably would not. They would probably be more likely to pay for reduced youth unemployment, improved school outcomes and reduced antisocial behaviour—areas where there are real, tangible links to public sector budgets that could potentially be cash. But it's up for discussion, I think.

Q318 Neil Carmichael: The obvious problem is that a lot of the social impacts one would want to achieve involve stopping things happening, so let us examine that. On, for example, pregnancy, are we suggesting that people who are not pregnant by the time they are 18, let's say, pop in for a payment? It is a ridiculous concept put like that, but it relates to the issue of things not happening.

Louise Savell: Absolutely. Demonstrating a counterfactual—that if you hadn't done something then there would have been a negative consequence—is the key challenge, I think.

Q319 Chair: What recommendations would you make Louise? We take evidence and then write reports. We make recommendations, and the Government have to respond. So we are trying to not only have a greater understanding, but to then make recommendations on concrete actions that make better outcomes more likely. At least, we hope that that will happen.

Louise Savell: There are a number of considerations when you think about outcome metrics in the youth space. The main one is what your baseline is going to be. You could look at a cohort baseline for that particular area, where I think there are particular challenges around the cuts that are happening, and question marks would have to be raised around whether a baseline based on historical precedent is really valid. Alternatively, you could look to benchmark against other geographic areas, which would have its own challenges. In Peterborough, we are matching every individual in our target cohort who is leaving prison with 10 other individuals, matched according to demographics and offending history from the police national computer. That is a very carefully linked one. Around teen pregnancy that gets harder, because they presumably have no history of getting pregnant.

Q320 Neil Carmichael: The Ministry of Justice is going down that route, isn't it? That is slightly easier, because something has already happened—the person has been in prison, so the idea is to stop them going again. You know that you are dealing with somebody who has already had difficulties. Perhaps that needs to be factored in.

Since we are short of time I shall move on to my next question, which is to Rob. What kind of criteria do you use for the allocation of your money, in the context of measurement, and so forth that I have been discussing with Louise?

Rob Bell: We have very specific criteria. We are interested in organisations that work with the most marginalised. These are often the sort of young people with whom attempting to work to generate any sort of positive outcome is expensive and complicated. It is sometimes difficult for organisations to work with

those young people with statutory money, because it's much more difficult and time-consuming to show outcomes. We work in that area of this overall picture. We are interested in organisations that try to innovate, to develop or transplant ideas and make them work successfully in practice. We work with organisations that are willing to develop some sort of metrics to show success. Crucially, we want to—

Q321 Chair: You wouldn't invest unless they were committed to that, and you would always set out to show that—

Rob Bell: We would. Where we started—where Martin and I slightly disagreed—is that I think organisations have an appetite to do that, but lack the capacity, skills and resources. Organisations such as the NPC help them with that. Funders can—and, increasingly, we will—compartmentalise grants so that parts of them are on research and evaluation, and often a bit on business development. We do as much as we can to help them understand—

Q322 Chair: How much does that cost? One of the issues when you talk to people is that you want to lambast them for not coming forward with better evidence of the impact, but when you look at the mechanics of what they have to do in a small organisation, it looks terribly expensive in relation to what they're trying to do. Have you found ways of doing it cost-effectively and not too obtrusively?

Rob Bell: We have developed some work which Martin might want to outline, but as a rule of thumb, we would always make sure there was some evaluation element within anything we fund, and we'd prefer it to be independent. We broadly follow a sort of civil service model, so it's around 5% or maybe up to 10%, depending on the case. We always make sure there's some resource to do this work.

Q323 Neil Carmichael: So you're really keen to establish a dialogue, aren't you? That must help us to frame the ways in which you are measuring things, and it's going to be easy, too, to consider impact later.

Rob Bell: Yes. The challenging thing as a funder with a cohort of grants—every organisation is in a similar position—is that what you end up with is a story that says a certain percentage of organisations achieve the outcomes we agreed and others fail, but they don't necessarily stack up to the same sorts of outcomes. There are different approaches to measuring change, and different types of measure.

Martin Brookes: A calculation like that 10:1 social return on investment can be quite expensive and time-consuming. It usually costs tens of thousands of pounds to do a bespoke calculation like that for an organisation, which is prohibitively expensive for many organisations. The prize, I think, is to get to the point where there are off-the-shelf methods that a charity can just buy in cheaply. The thing that we've developed and rolled out with Rob's support is measuring well-being and different aspects of teenagers' happiness. That we can apply for about £300—

Chair: We will come to that, I hope.

Martin Brookes: Right. So proper social return on investment is an expensive, time-consuming and resource-intensive process. The original research on the social impact, or one of the inputs into that, cost, in cash terms, about £30,000. Had St Giles Trust had to pay for it, it would have cost them about £70,000. That's a lot of money up front to pay for suits and accountants.

Q324 Neil Carmichael: The NPC has commented that results in the sector are hard to materialise and measure. Do you think that this is something that might distract or discourage people from getting involved in investing?

Martin Brookes: It shouldn't do, and I think smart and intelligent funders, like the Paul Hamlyn Foundation, O2 and others get that. The results can take time to materialise, and there's a clear and interesting pattern about how results can dip after a few months of engagement with children before they really show a benefit. That's quite difficult to get your head around. I don't think it's particularly complicated for donors or investors—however they regard themselves—to understand, and I don't think it should be a factor that inhibits them. I think the lack of evidence—the inability to evidence what you do and say, “Here is how it is. It's a bit more complicated than a straight line, but there is evidence of it”, rather than being able to say, “Instinctively, we know we're helping children”—is more of an inhibiting factor.

Bill Eyres: With a larger social programme, such as that that we are running, our view has definitely been that if you are going to manage it effectively, you have to measure, so we work with Teesside University on a wide range of different measures.

Q325 Chair: How much do you spend on that?

Bill Eyres: We spend between 5% and 10% of our budget, which is in line with what Rob is saying. It is the right principle—we find that Teesside University provides very valuable feedback on how we can develop the programme to be more effective because they are constantly measuring it with young people. It is non-negotiable, and it is critical that you are measuring. I agree with Martin that you have to develop suitable mechanisms for charities with smaller budgets, but it is still a key principle that it has to be a non-negotiable part of your programme.

Q326 Neil Carmichael: Do you think that the commitment from a charity or a trust is different from that of Government, in terms of funding and length of commitment? Why is that, if it is the case?

Rob Bell: I guess that statutory funding has different imperatives behind it and different lines of accountability and a large part of that is around service delivery. We are not quite in the same space; at the Paul Hamlyn Foundation, we look at organisational integrity and viability and those sorts of things. In part, we support projects that we think are innovative and may lead to more sustainable funding streams, but we also help in a small way, sometimes through extra help, non-monetary assistance or bringing in external people to build

capacity for the organisation to compete more effectively.

Q327 Damian Hinds: I hope that one area we will focus on in the report of this inquiry will be about how you can fund things—the extent to which you can do payment by results and the extent to which you can use these new financial instruments, such as social impact bonds. I want to put a hypothesis to you, because I am sceptical whether it works in the area we are talking about. I wish it did, but I am worried that it just can't. I have scribbled down six challenges, the first four of which strike me as central to any payment-by-results scheme and a further two if you start introducing social impact bonds.

The first is the difficulty in defining the audience, especially when people may drift in and out of it. The second is isolating the impact of any particular intervention that a service might do when lots of things are happening in these people's lives. The third is identifying a control group to compare that impact against. The fourth is having measures of success, particularly in the interim—we may be able to project that over a person's lifetime, although there are all sorts of effects, but what is the measure in a definable, realistic time frame? Those first four, I suggest, apply to any payment-by-results scheme and a further two seem to me to be added when you introduce social impact bonds. The first of those is the fact that savings come from many different budgets and there is a danger with that of double counting. Fourth is that—

Chair: Sixth.

Damian Hinds: I am so sorry—I got carried away. The sixth, or second, depending on which list we are counting on—and if you take one from the other, you will get fourth—is that savings are a cash flow over a very long time horizon, so even if savings are made, they may be made in 15 or 20 years' time, when there has been two or three changes of Government. I realise that this does not follow the pattern of what we would normally count as a question to the panel, but I wanted to put that analysis. Are the big challenges more or less right? Does that analysis suggest that, in something such as youth work, you are at the extreme end of challenging in making payment by results and, particularly, social impact bonds work?

Chair: Does that analysis prompt the question that it shouldn't be at the youth work level that you have payment by results, but somewhere further up—the local authority might have a payment-by-results model and within that, in order to deliver a broader range of indicators, they have confidence, they have metrics, but they will invest because they think it will help them deliver? That is my way of answering that, instead of letting you do it.

Louise Savell: Yes; I think that you are absolutely right. My instinct is that if payment by results is going to work in this sector, it would be by funding a number of different interventions and organisations and bringing those organisations together to deliver impact at a wider area than the audience that one particular service may be reaching. You have probably identified the six main challenges. To be honest, the control group issue can probably be worked around

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by using cohorts and finding comparator areas. I think that the measures of success are probably interim measures of success, which would be linked to current and future value to the public sector.

Q328 Damian Hinds: Are there reliable or at least reasonably reliable predictors? Let us take an extreme case. You have a sort of ne'er-do-well, who eventually will turn into a loving father, holding down a job, contributing greatly to society and all the rest of it. In an ideal world, you can spot something at the age of 16 that predicts that. I realise that you will never get to that extreme. But how good are those interim measures? Or what are they?

Chair: We don't have time for that. We'll have to stick to the issue.

Louise Savell: Maybe we can talk offline about that. The bigger question is who pays from the public sector? And then there is the cash-flow issue. You are absolutely right. For a social impact bond model, that is a real question and it links to the measures of success, because what you might be saying is that an interim metric is needed as the trigger for payment, in order to bring investors in within a reasonable time frame, but the public sector will have to take a view as to whether it is confident enough about future cash flows to pay on that basis.

Rob Bell: Can I add a comment about this social impact bond? Young people have holistic needs, which you have heard about. Those needs vary over time, and they are interrelated. I think that these bonds are very useful in some respects, and if they are effective they ought to generate more cash for organisations to do the work that they are doing. However, there is a real danger that you see the bond as a disciplinary tool, so it enhances the performances of organisations that are not performing effectively enough at the moment. It's not necessarily the case that that follows on, because all sorts of different types of funding help organisations to do what they do very well. A social impact bond, by its very nature, does not necessarily make an organisation transform its work to be more effective.

Lots of our grantees recognise that they do some things particularly well. They help young people in some aspects of their lives very well, and they would like to be able to focus on that work and partner up more with other organisations in their local area, so that young people get a better service as they move between different types of specialist support. That can be done through more enlightened funding or by loosening up funding strictures to allow organisations to practise in that way. Many of them talk about it as "network delivery".

Damian Hinds: I think that politicians quite often get excited—I get excited—about the potential of social impact bonds, where we think they can work. I am not so excited about them in terms of forcing improvement, although it is a great thing if they can do that as well, but more in terms of the reallocation of funding. That means that you have, somewhat away from the politics, a group of very bright people deciding where social finance is best invested, going after those things that deliver the best returns. That is actually very interesting.

Chair: This is going to make a great seminar.

Damian Hinds: I am so sorry, Chair. I will stop now.

Q329 Tessa Munt: I just want to clarify something. Rob, you were talking about the 5% check, which I absolutely understand. That is a drill-down exercise to check thoroughly that everything is working in the way that you thought it would. You said something different, that it was 5% of your expenditure—or whatever—that probably went on evaluation. What percentage of activity does that interrogate?

Bill Eyres: That covers all the young people who go through the programme.

Q330 Tessa Munt: Do you evaluate everything in depth?

Bill Eyres: Yes. It includes a range of different things. So there are quantitative measures on the projects and there is the number of young people involved. However, there is also more qualitative stuff about where the young people were in terms of confidence and skills at the beginning of the project, and where they ended up. In addition, we measure community impact and we look at the impact for our O₂ volunteers, who are a part of the scheme. It is quite an intense process.

Q331 Chair: We are obviously interested in the measurement, in order that the case can be made. We would be very grateful if you could produce a short note on what you do and how you do it. That obviously goes for you too, Louise. Thank you.

Q332 Pat Glass: Louise, has the investment in the first bonds come from corporate sources or charitable sources?

Louise Savell: For investment in the social impact bond, we had 17 investors. They were a mix of individuals of high net worth, and charitable trusts and foundations, of which—

Pat Glass: Sorry. Could you say that again? You went very quickly.

Louise Savell: Sorry. There was a mix of individuals of high net worth—

Martin Brookes: Rich people.

Louise Savell: Rich people, yes—I was trying to avoid that—and charitable trusts and foundations.

Q333 Pat Glass: The balance within those 17 investors?

Louise Savell: The balance is towards charitable trusts and foundations.

Pat Glass: A couple of rich people and a lot of charities.

Louise Savell: Four or five, and then some charitable trusts and foundations, of which, I should say, the Paul Hamlyn Foundation is one.

Rob Bell: A junior partner.

Q334 Pat Glass: Very briefly, Rob and Martin, can you explain to me the well-being index that you are developing? Would it be useful in something like youth services, and how is it different from what is already out there?

Rob Bell: Martin is the best technician around this. I can say why we're interested in it and why we've tried to help.

Martin Brookes: To preface it, one of the things about payment by results and social impact bonds that I am uneasy about is that they basically value things that you can put a monetary value on. There are lots of aspects of a child's life that are about self-esteem, well-being and resilience, and that don't necessarily deliver a financial value or saving to the public purse, but are things that we want to improve for children.

We spent more than two years developing a simple, off-the-shelf tool that charities and schools can use to assess and track the different aspects of a child's well-being. It has been piloted with charities such as Barnardo's, and a whole bunch of schools. It looks at things such as resilience, self-esteem, and so on, in a very rigorous and robust way that is also very practicable for organisations to do. It is now going online with support from the Paul Hamlyn Foundation. We are going to roll this out across whoever wants it, basically.

We think it addresses very clearly the problem of how expensive it can be for organisations to invest in evaluation and measurement. It provides a method that can be used and applied consistently across organisations, so you could do comparisons. I would say that it is very relevant to the sector, and lots of charities that we have worked with in developing it are in that field. It was very expensive to develop though, but the marginal cost to then roll it out is tiny.

Q335 Chair: Can you spell out a little bit more about the substance of it?

Martin Brookes: It is literally a series of questions that takes a bunch of scales that have been used and developed by psychologists and psychiatrists over the years, which are all very academically rigorous, and distils them into a 10 to 15-minute questionnaire for children to answer. It is about how they feel about different things—their friends, families, themselves, their sense of self-worth, and so on. It has now been road-tested with thousands of children to check that it is robust and works. We ran focus groups on language and so on, so it is a very good, solid, reliable and robust tool, because we were able to put a lot of investment into it up front.

The return from that is that we can roll it out and get charities, youth groups and others to use it, and to take a temperature check on whether they are really helping children. For example, a charity that takes children on an Outward Bound course can work out whether it is really having an impact. That is a fairly light-touch intervention. A charity that works in depth with children over many months, with youth workers, can also work out whether it is helping, and they can compare themselves across organisations too. That is quite an important thing to do.

Q336 Pat Glass: It's online now?

Martin Brookes: It's online in a sort of hidden location at the moment. I would be very happy to send you some more information about it. There are charities using it now, and we are starting to talk to others who may then take it on. We'll roll it out much

more widely later this year with the support of the Paul Hamlyn Foundation, and others who invest in us.

Q337 Pat Glass: My background is in education, and for years I have worked with people who have said, "You cannot possibly measure the cost of our intervention." How will you get things like the youth and education services, who are not keen on outcomes-based measures, to pick this up and use it?

Martin Brookes: I think we will say to them that it has been developed with teachers, schools and charities. It has input from them, and children themselves. It is very academically rigorous. You may object to outcomes-based stuff because it distorts what you do, or because it only values things you can put a monetary value on. However, if you care about tracking the self-esteem of your children and whether you are improving their resilience, whether their sense of their relationships with their family and community are improving—

Chair: Every loving parent should be applying your well-being test, and the more regularly they do it the more loving they are.

Martin Brookes: For various technical reasons it is not really applicable to individual children. You have to group children to get meaningful results. Every teacher, every head teacher or every charity working with children who cares about those aspects—

Q338 Chair: The Prime Minister has often talked about general well-being as opposed to national wealth as being of value. Should we have that in the league tables? There is the English Bac and every other faddish new measure of the Government, but should we also have the well-being of the children?

Martin Brookes: One of the things that Ofsted is supposed to assess schools on is well-being. If you look at the way it does that, it is more about child protection than genuinely about well-being. Child protection is important, but there is a whole aspect about the well-being of the school. Charities that use it in schools as well as schools themselves say that it gives them useful data on how well they are doing.

Q339 Chair: All too often people talk about childhood and young people purely in instrumental terms about what they will do later. It is today that counts.

Martin Brookes: This asks them how they feel in a proper way.

Q340 Pat Glass: Would this tool identify for Ofsted or for parents a school that is seemingly high achieving but which has an almost endemic bullying culture from the staff to the children?

Martin Brookes: Yes, and we have used it directly with charities that address bullying.

Q341 Pat Glass: Send me the details please.

Martin Brookes: We have applied it in one school where it was pretty clear that the children had good self esteem, it was a really good school and the charity did not need to be there so it pulled out.

Rob Bell: It has a diagnostic function so it lets organisations look more closely at where there may

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be something working well. Then there is another task which is to go in and explore more closely and how they respond to that is key.

Chair: Thank you very much. Because I am too indulgent I will give Damian one last question.

Q342 Damian Hinds: The tool sounds very interesting and useful. May I ask two quick questions about it? First, what is its academic provenance and has it been peer reviewed, tested and kicked around internationally as well as in this country? Secondly, why has nobody else mentioned it to us?

Martin Brookes: I cannot answer the latter question. It has had an academic panel and steering group assess it. It has been rigorously peer reviewed. All of the questions come from existing measures. That is a crucial part of this. It distils all the very well developed academic measures that are difficult to apply in a school setting or a charity and tests whether you are taking enough elements of each to get sensible

answers. There has been about £100,000 of development work and two to three years in development. I don't know why no one has mentioned it to you. Perhaps it is because we are deliberately not marketing it. This is the first time that we are talking about it fairly publicly, but people like Rob and others know about it.

Rob Bell: At some point we and other funders would like to be able to say, "We would like you to use this tool if it is helpful to you", and they may use it alongside other measures around more material outcomes. We would like to be able to offer that and we think it offers good value and could become self-financing.

Martin Brookes: If you want, I am happy to do you a brief note on it.

Q343 Chair: Thank you very much indeed. Thank you all for giving us evidence this morning. It has been most useful.

Examination of Witness

Witness: **Paul Oginsky**, Government Adviser on the National Citizen Service, gave evidence.

Q344 Chair: Good morning, Mr Oginsky. After our packed panels, you are sitting alone. Welcome. You have been advising David Cameron on youth policy for more than four years and yet here we are in late March 2011 and the Government still have not articulated a youth policy. Why not?

Paul Oginsky: Last week there was a youth summit which Tim Loughton led on, and brought together people from all the different Departments. It very much called for young people and people from the voluntary and private sector to say, "Look, we want to know what you think works in terms of working with young people." We have designed a flagship programme called national citizen service. A lot of time and effort has gone into that over the past four years. I stress that it is the flagship programme; it is not the whole fleet. We need organisations doing the great work that they do before national citizen service because that is aimed at 16 year-olds.

Q345 Chair: There was a summit last week and we are into 2011. Why have the Government not come forward with a youth policy before now?

Paul Oginsky: In part, they want to hear what this inquiry says. But they also want to take their time and get it right. They will be making a long-term policy announcement soon. They do not want to rush because they have not set a time scale.

Chair: You certainly can't be accused of that.

Paul Oginsky: Thank you. It will probably be around summertime when they will announce a more thorough and cross-departmental youth policy.

Q346 Neil Carmichael: Hello. What is the remit of your role in terms of advising Government? Is it just focused on national citizen service?

Paul Oginsky: My title is the Government adviser on National Citizen Service. However, that is a flagship policy, so other youth services are meant to be able to

link to that to give a message to the rest of the youth sector as to what the Government see as important. Therefore, for four or five years, I have been going around asking people what they think is important and how they think National Citizen Service should be shaped. That includes young people themselves.

Q347 Neil Carmichael: Could you describe to us what you think the big society is in the context of youth services?

Paul Oginsky: This is a key question. First, I don't think the big society is a new thing. When you go around and talk about the big society, some people get quite annoyed because they've been doing it for years. Everyone who I meet in Government accepts that. It is not new; it is just a way of signalling what the Government think is important. It is about people taking responsibility for their communities and for their lives. That has been happening for years. The Government want to clear away things such as red tape, and they want to encourage people to get involved in their community, take responsibility and get involved in civic action.

In terms of youth policy, we should think of a spectrum. At one end, young people are doing that and are engaging in society. They are able to do that, build relationships, make decisions and feel responsible, perhaps through working with adults on a level. That's big society's dream. At the other end, there are young who are unable to do that and are not engaged with society—perhaps they are being antisocial or they are just apathetic. We are trying to move young people towards the other end of the spectrum

Q348 Neil Carmichael: Where does National Citizen Service fit in with that concept?

Paul Oginsky: National Citizen Service is a personal and social development programme.

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Q349 Chair: If I could cut you off there, we will come to further explanation of that in a moment. Neil, can you ask something else?

Q350 Neil Carmichael: I'm sorry. I will ask a question that I presume somebody isn't going to ask. What is your definition of personal and social development?

Paul Oginsky: I've watched all your inquiries on the internet. It is interesting that still in 2011—I've been in this game for over 25 years—people find it hard to answer a question such as, "What is youth work?" That spectrum view is useful. Young people who are able to make decisions in relationships and build them in a healthy way, are kind of on that path. But for young people who are not able to do that, we need to be more interventionist. I define personal and social development as a process by which we learn from our experiences and become more effective in our decisions and our relationships. So decisions is personal, and social is relationships.

Q351 Neil Carmichael: Right. Where does the National Citizen Service fit in that context?

Paul Oginsky: It's a personal and social development programme. The ambition is that at 16 every single young person will have the opportunity to take part in a personal and social development programme. In that way it is universal, but it also has to be targeted because some young people will not volunteer for it because it is a voluntary programme. That is why we need to be interventionist with some young people and encourage them to volunteer.

Q352 Neil Carmichael: How does that differ in terms of existing youth sector activities?

Paul Oginsky: I don't think it differs. What it offers is a framework which all youth organisations can play a part in, either preparing young people for the National Citizen Service or picking them up afterwards, or contributing to the National Citizen Service itself. It is only a framework that we got from the sector. We went around and asked everyone, "What do you think works?" They said social mix, getting young people involved in their community, residential work, supporting the transition to adulthood. That is what we've built, and now they can feed into it.

Interestingly, the two criticisms I've heard when I go around are, "Why are you always trying to do something new?", and, "This is nothing new." It's not new. What is new is the framework, which allows everyone to contribute.

Q353 Craig Whittaker: Good morning, Paul. You mentioned several times that this is the flagship. In fact, I think you said that it is the flagship, not the whole fleet. As of 16 February this year, only 1,000 young people from a potential 600,000 had signed up to the service. What conclusions do you draw from that?

Paul Oginsky: Actually, this year, 2011, is the first pilot year of the National Citizen Service, and there are places for 11,000 young people initially. We

anticipate that it will be full and perhaps even over-subscribed. We have 12 youth organisations leading on the pilots, and they are just now opening their doors. I think that only now as we speak are young people becoming more and more aware of NCS. The important thing is to get the social mix right. It is not good enough just to fill the places. We have to get the social mix, and that means hard work, often by targeting people and encouraging those who would not put their name down to put their name down.

Q354 Craig Whittaker: You think that many of the 8,000 who showed an interest will sign up, along with the 1,000 who have already done so. Is that what you're saying?

Paul Oginsky: The 1,000 you are referring to were involved in some forerunner stuff before the election, which some charities did based on the model. That was really useful to us, and we learned from it and fed it back to young people to see what they thought. This is the first year that we are doing some NCS work properly.

Q355 Craig Whittaker: We saw Doug Nicholls earlier; he argued that as £300 million starts to disappear from the 365 days a year youth service, suddenly £370 million emerges to fund these summer projects. Will this scheme replace other youth services?

Paul Oginsky: So far, the Government have allocated only £15 million. This is a pilot year, and it needs to work in order for us to be able to secure any other money. The money has been secured by the Cabinet Office from the Treasury, so it is additional money. It is not money that has been saved from other services. In that way, I really want to stress that this is money going to the youth sector, to do the kind of work that they told us they want to do. Hopefully, if it works—it will be thoroughly evaluated—we can convince the Government to put a lot more money into it. It is money going to a common reference point that everyone can share, but hopefully it will not take away from the current funding.

Having listened to the other speakers, I would like to take a moment to say that cuts do not always mean savings. I would like to stress that to councils as well. Often, some of the cuts that they make to youth services will cost them money in the long run.

Q356 Chair: Could you clarify exactly what money the Government have promised the National Citizen Service? We have figures of hundreds of millions.

Paul Oginsky: The only money that they have announced so far is £15 million, which is for 2011. The 2012 allocation has not been announced, although they are intending to have 2012 as a second pilot year. They have not announced it yet because they are testing the model, and saying to people, "Okay, what would this cost? If you are going to run this programme as designed, how much would it cost?" What we are finding is that people come back with quite varied amounts of what it will cost.

Q357 Chair: I thought they had announced in the spending review £37 million for 2012.

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Paul Oginsky: I thought that the Minister was going to announce that, and I didn't want to steal his thunder.

Q358 Craig Whittaker: Is young people's development best served by a short one-off programme, or do you think it is better with an ongoing offer of support? Do you really think that young people at 16 are going to give up their summer holidays, just after finishing their exams?

Paul Oginsky: There are two questions. We need to inspire young people to be part of their community ongoing, so I do not see NCS as a programme and then it stops. It's about helping them to think about society, and helping them to think about their contribution to society ad infinitum. It also means that they can come back on the programme and help our staff and so on in future years.

Eventually, as NCS grows, it will become part of the culture of Britain—something that everyone will have done. In 10 or 15 years' time people will be turning round to each other and saying, "Where did you do your national citizen service?" One of the great things about it is that it's not a targeted programme, so it does not stigmatise young people; it is for all young people, and therefore it's for all us adults to encourage young people to come on it. This year, 2011, will be the hardest year to recruit because we do not have 10,000 young people who've done it and who can help us to recruit and get young people on it. We know that young people are the best recruiters for these things.

Do I think that young people will put their names down for it? Absolutely. We said to young people, "Why would you put your name down for it, because it's voluntary?" The key thing that they said was, "If the staff are good, we'll be there." That's our key challenge, getting the right staff.

Q359 Pat Glass: Can I talk to you about the financing of the National Citizen Service? We have been given a number of figures; we've heard that it's £15 million this year and £37 million next year. We've been given a figure of £370 million, and possibly, if 600,000 children choose to be involved, it may be £740 million.

You said that you do not want to see this as a replacement for what is happening in youth services now, but the fact is that this one-off will cost more than the annual youth service budget collectively across the country. Is that justified, at a time when we're seeing youth services disappearing? This morning, we heard of 65% or 70% cuts in Gloucestershire's youth services. NCS is six weeks for middle-class children whose parents can afford to have holidays anyway. Is this really justified, and a good use of money?

Paul Oginsky: These are important points. I stress that if we take NCS at this point and say, "Let's not do it. Let's put it in the bin," we will still face all the cuts that we're getting at the moment. However, this is an opportunity to show Government, because it will be so thoroughly evaluated and it is very high profile, what personal social development programmes can do. By helping the social mix, we'll get a more

cohesive society and help young people to be involved in society. We heard from the previous panel about £1 getting a £10 return; this is our opportunity, I think, for the people who believe in this kind of work to demonstrate what it can do. If we can do that, it isn't going to be taking money; it's going to be bringing in money. We can demonstrate the value of this work.

Q360 Pat Glass: Is this not already happening in things like the Duke of Edinburgh's scheme? My grand-daughter goes off to pack week with the Brownies. Is this not already happening for many children? We are losing money from targeted services that are desperate for support.

Paul Oginsky: I stress again that we are not taking money to do this; we are bringing money to the sector. It's not the Government who are going to be running this; it will be people out there—the ones that you've mentioned. We went out there and asked people what works, and we worked closely with people like the Duke of Edinburgh's scheme. They work with 13 to 25-year-olds. This is a common reference at 16 for everybody. They said that they're helping people to get on the programme, and also picking people to do the Duke of Edinburgh's scheme after the programme. If we can get it right, and I believe that this is our golden opportunity, it is a chance to show the whole country what this kind of work can achieve. It is a flagship in that way, but it's not the whole fleet. The Duke of Edinburgh's scheme has been a real support in development, and so has the Prince's Trust and Fairbridge and the rest.

Q361 Pat Glass: If I can come back to the financing, finally. We are in very difficult times. Although you say that NCS is not taking money from other sectors, the fact is that it is public money, and there is only one pot of money. If it is going to the NCS, it is coming from other areas. You said that it is not new money. Is it coming from the early intervention grant?

Paul Oginsky: No, it's going to be new money. The money at the moment is being run by the Cabinet Office from the Treasury and is invested in the sector. In future, the funding will come to the Education Department, but only if we can show the value of it. That is why it is getting so thoroughly examined in order to prove it. I really think that this is an opportunity.

One of the key things—I know what you say about the Duke of Edinburgh's—is that the programme is not owned by anyone. I am not Conservative or of any political leaning, but the Government have asked us what works in this area. Many people you have spoken to over the weeks have contributed. We have said, "This is what works", and the Government said, "Okay. We'll invest in that." I don't feel that it is owned by this Government, or any Government, or by the sector or young people; it is a community opportunity. In this country we don't do good transition to adulthood; we aren't very good at getting young people involved in the community or social mixing. If we can crack that and help young people to make better decisions and build better relationships, that would benefit every department. Which department wouldn't benefit from people making

better decisions and building better relationships? That will save us so much money that it will well outweigh the costs of the scheme. In its report, the Prince's Trust showed £10 billion as the cost of exclusion, and this week, Catch22 showed a £3.8 billion cost from young people not being involved in enterprise.

Q362 Pat Glass: If as a result of this, we get a National Citizen Service, but youth services across the country disappear, will that be justified?

Paul Oginsky: Youth services being cut across the country is heartbreaking, but I think it is indicative of the fact that people have not understood their value. I think this, as a flagship, will help explain to them the value.

Pat Glass: I hope so.

Paul Oginsky: I hope so too.

Q363 Chair: Will there be any cost to those participating?

Paul Oginsky: We have left that open to the providers. Some of them thought that there must be a cost so that young people show some commitment, and other providers thought that any cost would be exclusive. It is a pilot. Let's see how it goes. Some providers are making a nominal charge of £25, others are saying nothing, and some maybe a little more.

Chair: How much is a little bit more?

Paul Oginsky: One hundred pounds. I'd like to see how that goes. I have my own opinion on whether we should be charging for this now. I think young people make a commitment by signing up to a scheme that is meant to be challenging. If any of us were to go away on a six-week course, where you mix with people you wouldn't normally mix with and take challenges you wouldn't normally take, that would be a commitment enough, really.

I understand that as part of the Government's philosophy, they do not want to fund this ad infinitum, indefinitely—coming back to your point. They have said, "Let's see everyone in society contribute." It is the idea of the big society. A lot of philanthropists are able to contribute to NCS. Organisations such as the ones you have interviewed today have said that they will offer support with staff through their CSR programme and have offered their buildings. It is an opportunity for us all to galvanise around our young people.

Q364 Tessa Munt: The moment you stick a £25 price tag on it, or £100, you are up in the realms of the middle classes. My personal opinion is that that is completely exclusive. You were talking about cracking the social mix. How are you going to crack it and stop the programme being flooded by the middle classes?

Paul Oginsky: As I said, it's a framework, and we're trying to build a relationship with the people providing the service so that it's based on trust. I know a lot of the organisations that are providing it this year, and they have been doing this kind of work for years. They are not out to run off with the Government's money.

Q365 Tessa Munt: There is no such thing as the Government's money; it is taxpayers' money all the time. I am exercised by the same thing as Pat, and probably other people round the table. You strip out one part and whack it into this pot, but I'm not sure how your framework will pull into this process young people who don't have the opportunities that the middle class has.

Paul Oginsky: You are right to say that it is taxpayers' money, and these people aren't looking to run off with it. But we do not want to say, "You've got to have two people of this kind and three people of that kind." We are saying that we want a social mix.

Q366 Tessa Munt: How will you get it?

Paul Oginsky: The charities on the ground that are delivering this are confident that they can do it, and we'll find out this year. Craig was talking about the forerunners to this. The forerunners were the Young Adult Trust and the Challenge network. They found that the difficulty wasn't getting young people from tough housing areas and people who were disengaged. Actually, there was a disproportionate number of people on last year's course who were young black women from housing estates. We have to make sure it's everyone and that it's a proper social mix. I think we'll all be surprised about who comes forward and who says they will do it. But, for me, that will happen because it has street cred. Some young people have to turn round to each other and say, "That's brilliant. You want to get on it." Then we won't be able to stop them.

Q367 Craig Whittaker: Four years go, before I became an MP, I attended the launch of the service up in Preston with David Cameron. Am I right in saying that the initial plan was for the Government—if the Conservatives became the Government, and now they have—to pay a fee to a charity of the child's choice once they had finished? Has that now gone out of the window?

Paul Oginsky: I think it has moved on. What we're looking to do now is set up alumni. Once young people come out of the programme, they are alumni, so they can stay connected with each other—perhaps through the internet, Facebook and that kind of stuff—and be presented with opportunities. When we asked employers what they were looking for in young people, a lot of them said that, first and foremost, they were looking for young people with interpersonal skills. There is an opportunity for young people and employers. There are also opportunities such as the International Citizens Service, where young people can go abroad. We might be able to develop things so that people can go on and get a bursary towards something else. That might depend on philanthropy.

Q368 Craig Whittaker: I think the initial plan was that once a young person had finished the service to the community, the Government would make a donation to a charity on their behalf. That was my understanding of the initial plan four years ago. Are you now saying that's changed? That would have been a good way of bringing in people from all different backgrounds.

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Paul Oginsky: But I don't think people from all different backgrounds would need that really. It might be more targeted at young people who particularly needed it once they were motivated and up and running. Something we've got to avoid is what I refer to as the astronaut syndrome, where young people go on this amazing course through the summer for six weeks, but then they're just back in their home area. We have to make sure that the alumni scheme really works. It will be the alumni and the opportunities that are presented that help to get young people on the programme.

Q369 Tessa Munt: We'll have to stop using the word "alumni", because that's exclusive in itself, and it's not going to be understood by most young people. If you say alumni, they won't have a clue. To go back to an earlier point, you've got 1,000 people signed up already, haven't you?

Paul Oginsky: This year?

Tessa Munt: Yes.

Paul Oginsky: Not yet. We're looking to get 11,000 people on the programme this year.

Q370 Tessa Munt: How are you going to measure their class?

Paul Oginsky: Measure their class?

Tessa Munt: Yes. You're telling me that it's not going to be just the middle class. How will you know? How will that happen?

Paul Oginsky: In the same way as you could say we're going to measure their ethnicity or religion. We've brought in an evaluation organisation, which will tell us whether we are achieving what we say we have achieved. With the help of philanthropy, we are paying to get that evaluation right. It's going to be long term, over two years, to see how young people are coping, whether they were the right social mix and whether the scheme helped them with transition to adulthood. The Government are serious about evaluating this before they put in any more money.

Q371 Tessa Munt: The other thing you said was that if it has the right staff, it's really cool and they'll just come flocking in. What skills will you be asking for and looking for in those staff?

Paul Oginsky: I have spoken about personal and social development. One of the key things that we are looking for are people who can help young people with guided reflection. It is not enough to run an activity, whatever that activity is, and ask, "Did you enjoy it? Go back to your dorms." It needs staff with the ability to do personal and social development. It is a skill set.

Q372 Tessa Munt: How do we measure that?

Paul Oginsky: It is about inquiring into what young people got out of it. Where did the fight break out? How did they resolve the issues? How will they use the skills in future? Picking up on earlier discussions, that is a particular skill set and it is more interventional. You are making a key point; that is what we need to develop as we go on with the National Citizen Service.

Q373 Tessa Munt: It is a bit late though, isn't it? This is happening now. I am asking what skills you will look for in your staff base.

Paul Oginsky: In the tender document we laid out what skills we were looking for.

Q374 Tessa Munt: What are they?

Paul Oginsky: Guided reflection, the ability to communicate with young people and run experiential activities and so on. There were more than 250 applications to run this year. We ended up with 12 organisations. They have demonstrated to us that they have the staff to do that. Next week, we are getting them together to share best practice. This is a flagship programme, and we are hoping to use it to bring more organisations in to swap best practice again.

Q375 Tessa Munt: My last question is on the away from home experience that these young people will have. How will that be maintained once they come back to a world that, in my area, has 70% of the youth service stripped out?

Paul Oginsky: Once they come back, we ask them to explore what their community is. The first two weeks are residential. The first is away from home, while the second is within their home area. They are exploring what community means to them. The word "community" rolls off the tongue, but what does it actually mean to people, and do they feel like they belong to a community? After that, they come up with a project that they want to run themselves. We give them a small grant, and they run a project that makes a social impact.

Q376 Tessa Munt: I want to stop you there. I am sorry about this; I ask this in every single Committee. How does that work in a rural setting?

Paul Oginsky: This is one of the things that we are trying. We have got people working in the rural setting, and it might be that we have to adapt the programme a little for that. That is something we have to find out. When we say "social mix", it is great to have people from different ethnic backgrounds and different social classes, but it would be fantastic if people from different parts of the country could mix, such as those from rural and urban areas. We are not looking at the finished model; we are looking at how we can get this to work. Some of the providers are coming up with really innovative ways of doing things, such as, during the first week, someone running it in a rural setting sharing a residential centre with people from Newcastle or Liverpool. When those attending go back, they can stay in touch with each other, but they would be more exploring what their community is and what community means to them.

Q377 Chair: What about the transport costs for that?

Paul Oginsky: Transport is one of the costs. At the moment it is being secured through the providers. That can be a really good way of showing everyone galvanising behind the programme, by organisations supporting the transport. It does not have to be a cash donation. It can be gifts in kind towards the programme.

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Chair: Thank you. It is worth saying, at the end of this session, that anyone watching on the internet, as you have done, Paul, is able to contribute to an online forum that we have set up in conjunction with thestudentroom.co.uk/youthservices. I hope that anyone listening or reading this will go to that site and post their views. Thank you all very much for giving evidence to us this morning.

Wednesday 4 May 2011

Members present:

Mr Graham Stuart (Chair)

Nic Dakin
Damian Hinds
Charlotte Leslie

Ian Mearns
Tessa Munt
Craig Whittaker

Examination of Witnesses

Witnesses: **Mohammed Ahmed**, involved volunteer, and **Terry Ryall**, Chief Executive, v (the National Young Volunteers' Service), gave evidence.

Q378 Chair: Good morning. Thank you both very much for joining us today for part of our inquiry into services for young people. Dan Allgood has been held up by the great British public transport system, and is stuck on a train. He may join us before the end—or not.

You are both very welcome. We have a short session before we bring the Ministers in. Given the shortness of the time available, do you have any opening remarks that you would like to make—Terry, perhaps you would start us off—about the most important messages that we should take on board and that the Government should take on board in due course?

Terry Ryall: Thank you for the opportunity to give evidence. We believe that volunteering is a critical feature in the development of young people and their character, and I believe that it should form part of a generic youth work offer. The emerging impact of volunteering on young people's capacity to get involved in their communities and to develop their self-esteem and confidence is proven. We have an evaluation report that is due to be published in the summer and it will outline many of the things that I have just said. From an opening perspective, that is where I'd like to start.

Q379 Chair: Mohammed, thank you very much for joining us. You are 17 years old and giving evidence before the Select Committee, and you're looking very confident, so well done and thank you for coming. What have you gained most from volunteering, and what thoughts would you like to share with us?

Mohammed Ahmed: I have gained a lot—first of all, confidence. I started at 14. I was quite a shy boy—shaky, nervous—but when I got involved, I learned that there are no barriers to anything. You can overcome things. First, it has helped my education, because it has given me confidence and self-esteem. When I come across a challenge in my education, I think, "I can overcome this, because volunteering has taught me this." It has given me the edge to participate in class discussions. If I don't understand anything, I can ask now. Before, I was shy and nervous, but now I can explain things and ask for help, which I couldn't before because I was a bit nervous in front of all the other kids. So that was a big plus for me.

I have also got good life chances out of it. I come from a very low-income background, but now the door's open for me. I am now a trustee of v, which is a big, impressive thing on a CV. That's all come from the volunteering that I have done. I have applied to

become a youth adviser to v, and now I am a trustee. It is a good thing for me, because they can be an ambassador for volunteering and a lot of people take it up.

Q380 Chair: So it has had quite a transforming effect on your life and opportunities?

Mohammed Ahmed: Without a doubt.

Chair: Brilliant. Thank you.

As I said, we have a very short time, so I ask my colleagues to keep their questions short. I know that both witnesses will keep to pithy, to-the-point answers.

Q381 Damian Hinds: Terry, could you tell us a little about the v model and how it all works?

Terry Ryall: We set about developing a national service for young volunteers. We first invested in the national infrastructure, with a team of specialists located in voluntary organisations covering every single local authority area in the country. Their job was to build the capacity of organisations to take volunteers—those that had older demographics in their volunteer base, and did not know how to handle or manage young people—to broker or place young people into opportunities that were available, and to create a new flow. We invested in over 500 voluntary organisations to grow the market of volunteering opportunities.

We followed the passions, interests and concerns of young people as a means of engaging them. So, rather than start with what organisations needed young people to do, we started with what young people would get motivated about. Particularly since our remit was to engage a diverse and new group of volunteers, we had to seek new methods of doing that. Of course, not every young person likes to be organised, so we also set about developing opportunities for young people to lead out on their own activity. We developed a programme called vashpoint, in which we gave young people up to £2,500 to bring about a change of their choice—supported by local people and engaging other local volunteers. For those who were really excluded, we developed a full-time programme called vtalent year, which was based in public services. Young people were placed for 44 weeks as full-time volunteers, and they came out with at least a minimum level 2 qualification.

We innovated, we marketed, we took risks, we segmented our market, we understood our young

people, we did a lot of research and we shared that around.

Q382 Damian Hinds: How did you market, particularly to young people?

Terry Ryall: In a number of ways. Word of mouth is the most powerful engager of the 16 to 25-year-old age group. A lot of young volunteers who are already sold on the idea were supporting the teams operating in local authority areas. So we had youth action teams, whose role was to inspire their peers to engage.

But we then did some creative marketing. For example, we did a campaign called Fashion Favours, where instead of using the word “volunteering”, we appealed to young people’s understanding of the nature of doing someone a favour. We used fashion, because fashion is something that young people are quite passionate about. The underpinning notion of all that was to get young people indulging their passion, but tackling this throw-away fashion culture that we have, and recycling clothes and that sort of thing.

We did a lot of digital and social media campaigning. We went fishing where the fish were; we did summer programmes around festivals, because hundreds of thousands of young people gather there, so we went to them rather than getting them to come to us. We used a whole plethora of methods.

Q383 Damian Hinds: I am trying to establish your reach, as it were—“penetration of the market” sounds terribly commercialised—and how many young people you have reached. Split between the cashpoint thing that you mentioned, public sector placements and all the others—in those three categories, how many young people would you have reached?

Terry Ryall: We created 1.14 million opportunities over the four-year period, and at the last count we had engaged more than 730,000 individual young people.

Q384 Damian Hinds: Does that mean that half the places—well, not half, but a large proportion of the places—are vacant, or that the same young people do more than one placement?

Terry Ryall: The latter. Volunteering is a progression for many young people, so one young person would take up about 1.6 opportunities. They would start with a taster and move into a part-time opportunity.

Q385 Damian Hinds: And of the one-point-whatever million, how does that split roughly between the cashpoint programme, the public sector and all the others? I don’t expect you to know the numbers precisely.

Terry Ryall: The teams created about half a million of the opportunities, so the other programmes—vcashpoint, vtalent year and so on—were taken up by the other 0.6 million.

Q386 Damian Hinds: I am probably a bit thick, but I didn’t follow that. Out of one-point-something million total placements or total opportunities, how many would be roughly—was the cashpoint programme not counted in the one-point-something million?

Terry Ryall: The cashpoint programme itself involved more than 650 individual projects, and at least five young people were engaged in each.

Q387 Damian Hinds: And are they included in our one-point-something million?

Terry Ryall: Yes, they are.

Q388 Damian Hinds: So that’s not that many; the cashpoint thing is not the bulk of it.

Terry Ryall: No, not at all.

Q389 Damian Hinds: So was the bulk of it in the public sector, the private sector or independent voluntary organisations?

Terry Ryall: The bulk of the opportunities were created by the voluntary sector, and I suppose that is because that is where we were asked to focus our attention. We were to build the capacity of the voluntary sector.

Q390 Damian Hinds: How do you measure your effectiveness in doing that, and the cost-effectiveness and so on, compared with other volunteering organisations?

Terry Ryall: Our current calculation indicates that each opportunity created cost £164. Those opportunities ranged from £79 for a short-term taster to about £6,500 for a full-time vtalent year placement, because qualifications and so on were part of that particular offer. In terms of measuring our impact, we have an independent evaluation currently concluding, so the findings are now emerging. That will be published in the summer. It will look at the impact that the entire programme has had on the young people involved.

Q391 Damian Hinds: And is that methodology also applied to other organisations, or has it been bespoke developed for you?

Terry Ryall: It has, in fact, been developed for us, although we looked at other measures such as New Philanthropy Capital’s well-being measure. That was not released until January this year, which was too late for us, and, as I understand it, it focuses on nine to 14-year-olds, so we would have had to spend quite a lot of money on turning it into something that would measure 16 to 25-year-olds.

Q392 Damian Hinds: Yours is a bespoke thing that is unique to v. If you would not mind, it would be useful for the Committee to have a copy of that methodology.

Terry Ryall: We would be delighted to share that with the Committee.

Q393 Craig Whittaker: First, Mohammed, may I say, as a fellow Bury lad, well done. I am sure that your family are very proud of what you have been doing.

Terry, can I just ask you what impact the closure of the vschools programme has had?

Terry Ryall: It was a matter of regret that we had to close that particular programme, first of all because 93 people lost their jobs four months after being

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employed. It was really welcomed by the schools. They welcomed having a national focus on it, and they welcomed people coming in with new ideas. It made a great start. It is a lost opportunity to embed a culture of giving and service at an age younger than 16.

In some cases, it is too late to be starting at 16. We have invested quite a lot in the development of a digital support system and resource materials, and all the rest, for schools which then had to come to a conclusion. So we're now looking at whether there are other ways of having a volunteering social action presence in schools without an infrastructure.

Q394 Craig Whittaker: One of the key things that we hear all the time, particularly in relation to the English Baccalaureate, for example, is that the other subjects that are not included quite often get paid lip service. How do you embed a programme like that? We talked about ethos, and one of the toughest things to crack in schools is the ethos around teachers grasping things and running with them, particularly with their huge work load relating to the current hard-core curriculum. Ninety-three people lost their jobs over a very short period of time; how convinced are you that it is going to be as successful as you just indicated?

Terry Ryall: Not every initiative is welcomed with open arms by schools, but this one was. It was because people were being given ready-made solutions, proven methods, experts' support, and the means of communicating and comparing what each other was doing. Embedding a culture is a difficult thing to do because it is about behaviour change. None the less, I think active learning within the curriculum is critical. One of the things people were looking forward to was that, rather than sitting behind a desk and learning about the issues of the world, they would go out and experience them and come back into the classroom and talk about them.

There is also a huge potential for youth-led activity within schools: it doesn't always have to be teacher-led. We adopted a youth-led method within v, which has served us very well. We are currently considering taking on an American franchise, which does exactly that—it develops youth-led social action clubs within schools where you throw out the campaigns to young people and they act on them themselves. So it is creating the environment within which that can happen and saying that that is actually okay.

Q395 Craig Whittaker: You touched on vashpoints; you said that £2,500 is given to each project. How much money was distributed directly to the young people, and what are the benefits of doing it in that way?

Terry Ryall: In that particular programme, we distributed £1.1 million. Not every young person needed £2,500; in fact, there was one young man who had just come out of prison. He wanted to divert young people away from activity that might get them into prison, so he wanted to start midnight football. He sat down and worked out his budget and it came to exactly £906.53. When he got a letter saying he was going to get this money, he said, "For the first

time in my life, somebody trusted me". He went off and delivered that programme, and has become one of our ambassadors since that. Those sorts of projects and people are dotted all over the country.

The other thing about the vashpoint programme in particular is that it got into really needy communities, so the programmes tended to go to the 10% most deprived communities. The young people were identifying things they really wanted to change. All we were doing was enabling them, and they were finding the local support to help them to do it.

Q396 Craig Whittaker: £1.1 million isn't a great deal of money, but does it have to be Government money? We have heard on this Committee that the O2 programme, for example—a big programme—is incredibly successful at doing exactly what you have just talked about. So does it have to be Government money or is it best coming from private enterprise?

Terry Ryall: Vashpoint was funded through the Match Fund, so HSBC put in 50% of the money and the Treasury matched that. It is a great draw for private sector companies to know that, if they invest in something, the Government will do the same. We raised nearly £50 million over that period of time for all of our activity by drawing on the Treasury Match Fund, so that is another interesting means of having it funded. It can be a very useful balance and mix.

Q397 Craig Whittaker: Finally from me, how many young people have participated in v talent year? Have you assessed the impact of that scheme?

Terry Ryall: V talent year has had around 2,300 young people go through it. The impact of the programme is primarily the change that happens to the young people when they are on the programme. We measure that through their self-esteem, their self-confidence, their sense of well-being, their skills development, whether they have qualifications and so on.

In the longer term, however, it is what happens to them next and whether they move into employment, education or further training. Early results—they are only just emerging now, because the programme is only just coming to a close—are showing that some 60% are moving into the next stage, which is a positive movement. One of the big factors in that is that we give those young people a personal development grant at the end of the programme to assist that transition. Attention to transitions from programmes into the next step has to be managed and planned, and I would want to see that grow in terms of the numbers progressing into work or alternative education.

Q398 Craig Whittaker: Mohammed, is what Terry is saying PR or is it actual fact? You're the man on the ground, and you're the one who has experienced it.

Mohammed Ahmed: I think it's 100% correct. I was on the vashpoint panel—basically a kind of ethical banker, giving out the money—and I saw the projects and young people like myself who have come up with an idea and want to do it. I saw how passionate they were about it, and it is true. I met different volunteers across the country with v and saw what they were doing, and it is really inspiring. I wish that I could

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have got involved with v; I only came to it in my late teens. As Terry said, it should be started at a young age, but v is helping young people across the country, and I can give testament to that.

Q399 Nic Dakin: What do you know about the National Citizen Service? What is your view of it?

Mohammed Ahmed: I am on v's youth advisory group, so I am shaping the nitty-gritty bits. I know that it is a kind of rite of passage thing in the summer where young people can go on a residential and do some social action. I think it's a good thing, because anything that keeps young people off the streets and gets them involved in communities is a good thing, and it should be commended.

I am concerned, however, that it shouldn't be a replacement for volunteering. Volunteering is a separate thing that should be encouraged. One of the challenges is getting people to give up eight weeks of their summer holidays, which is a big, big thing. Having done your GCSEs, you want to have fun, so that is one of the biggest things that we are finding. But demand has been quite good, and people are interested in it and want to know more. Hopefully, it will be a successful pilot and will carry on for years.

Q400 Nic Dakin: Is it going to replace activities currently done by v or is it a new area of activity?

Terry Ryall: It is difficult to say that it is replacing v. Certainly, we are not able to grant-fund organisations like we used to. In fact, we won't be doing any grant-aiding at all. V is the third biggest deliverer of National Citizen Service opportunities this summer with our Summer of a Lifetime programme, but we are delivering that with 20 of our existing network. They were previously funded to do volunteering, but this is now another funding stream for them to continue to engage with young people.

Our budget has gone from £114 million over three years to £4 million over the next four years, so the impact of that is going to be quite dramatic. I wouldn't say that it is the fault of the National Citizen Service that that has occurred. Governments make spending priorities, and they also have to take responsibility for the implications of their decisions, and we all have to live with that. We have worked very hard with our network to persuade the Government to continue investing, and I understand that £42.5 million was announced in the giving Green Paper for investment in infrastructure. Perhaps the Ministers could say more about that later.

So there is going to be continued investment in volunteering infrastructure, but it is not a youth volunteering infrastructure.

Q401 Nic Dakin: What you are saying is that the National Citizen Service isn't a volunteering infrastructure, but a different thing. It is a different area.

Terry Ryall: It is a combination of both. We have been instrumental in helping to shape what the National

Citizen Service now looks like, from when it was first conceived as being a personal development programme challenging young people, the social mix, and so on, to the inclusion of a big community service element and managing progression for what young people do after they come off the programme. So it becomes a lifelong opportunity, rather than just an eight-week opportunity.

Q402 Nic Dakin: You talked about priorities, and you have huge experience in the area of youth volunteering. Given the situation that the country is in, would the National Citizen Service be your priority if you were determining where to put that money in terms of developing youth volunteering?

Terry Ryall: Would it be my priority?

Nic Dakin: Given that you can't do everything, is the National Citizen Service where we should be putting our money? Given that money is a scarce resource, should we be developing that at the expense of other things?

Terry Ryall: At the expense of other things? Probably not.

Q403 Nic Dakin: Where would your priority be?

Terry Ryall: There are lots and lots of organisations out there engaging young people at a face-to-face level. I would have looked to see how all that activity could be brought together under some kind of national programme banner, so that everybody could be included in the national youth policy. There is still opportunity and time for that to happen.

Q404 Nic Dakin: As you said, you are a pilot provider and are helping to shape the services. What assurances have you been given by the Government about future contracts and funding? Do you anticipate that funding will be there beyond 2012, for example?

Terry Ryall: The current providers have been given no assurances about future funding. The current contract is for this year only, and the contract for 2012 is currently out for commission. So, again, it is open to all providers.

Q405 Chair: If you had a choice, Terry, between the National Citizen Service, which everyone agrees is a good thing, and the continuation of vschools, would you have chosen vschools as more likely to have a long-term positive effect on volunteering and to make a long-term contribution to the big society?

Terry Ryall: I would indeed. You would get great value for money by working within the schools. It would also have been a great feeder for what happens post-16.

Chair: Thank you both very much indeed for giving evidence to us this morning. Two Ministers will now talk to us about the topic.

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Examination of Witnesses

Witnesses: **Tim Loughton MP**, Parliamentary Under-Secretary of State for Children and Families, and **Nick Hurd MP**, Minister for Civil Society, Cabinet Office, gave evidence.

Q406 Chair: Good morning, Ministers. It is a joy to have the two of you before us today. It seems almost an extravagance of riches to have two such talented people who, although currently junior Ministers, are clearly set for ever higher office.

Tim Loughton: Are you after something, Chairman? You're trying to pretend that you are fresher than the rest of us after last night. It is not cutting any ice here, you know.

Q407 Chair: Two and a half hours' sleep is enough for anyone.

We have just heard from witnesses that the vschools programme had enormous potential for embedding a culture of volunteering, and carrying forward the very ideals that you would think would drive the big society agenda into schools across the land. Yet Ministers came in and immediately abolished it. Was that because it was not made here?

Tim Loughton: V is the same as any other organisation that has received funding through the voluntary sector scheme. It was subject to the VCS grants round that we carried out over the past few months. Obviously, we had a limited pot of money to hand out, and in the end we put around £15 million into various centrally-funded youth programmes through the VCS grant round. So v was treated no differently in the scrutiny of all the organisations that applied for funding for various youth-related projects, of which there were many. That was not a comment on how it has performed in the past; it is more a comment on the values and quality of outcomes that we judged from a pretty good range of application for funding that we received for the VCS round this time.

Mr Hurd: Could I add something to that?

Q408 Chair: An answer to my question would be good.

Mr Hurd: I thought it was a good answer. I want to pick up the point about the Government's commitment to supporting and encouraging different cultural attitudes to giving. That has been brought together in a White Paper on giving, which follows a Green Paper that was published at the end of last year. In that document, the Committee will see that the Government are committed to trying to encourage a step change in cultural attitudes to giving. If you are serious about a culture change that is generational, you have to think seriously about what happens in school and what opportunities are provided to children in this country at an early age to give, and you have to harness their own power to make a contribution.

Q409 Chair: It sounds as though you are making a good argument for the continuation of a programme such as vschools, which, after receiving a serious amount of investment, was summarily dismantled.

Mr Hurd: As I said, there is a strong commitment to continuing in this area. Tim has given you an answer

on vschools—it may not have satisfied you, but an answer you have had.

Q410 Chair: Can I ask you, Mr Loughton, about the framework that the Government propose for youth services? Give us some insight into the thinking that will underline the youth strategy—often promised and not yet seen. It is a long spring; the youth services strategy was first proposed in spring wasn't it?

Tim Loughton: If it is a long spring, it is going to be a joyous summer at some stage, but I am not going to hurry that to come up with artificial timetables.

Let me give a tour de raison of what we are trying to do on youth services. Youth services in this country are one of the most high profile unreformed public services. Many other areas related to children and young people have undergone immense change—much of it for the better—over the past couple of decades.

It strikes me that youth services have been left in a bit of a time warp, if I can put it like that. I think that you have heard evidence to that effect from previous witnesses. It is 50 years on from the Albemarle report, which first envisaged youth services. Too many youth services are still under the monopoly of local authority youth services departments.

Parts of the country have very good practice—it is a mixed picture. But generally, youth services are heavily reliant on large slugs of public money, be it at a national level, through nationally financed schemes through the now Department for Education, or through local authority grants. In this age, that is unsustainable. That is why, in economically straitened times, the area of youth services is feeling the squeeze more than many other areas are.

Q411 Chair: So is it a deliberately savage pruning—sticking to the spring analogy—and then hoping for a more robust response thereafter? Is growth following the savage cuts that are the reality across most youth services today?

Tim Loughton: I shall leave the horticultural analogies to you, Chairman, but I think that youth services need to be brought up to the times. The current economic situation has perhaps exacerbated the urgency of that need.

We want to see far greater diversity of providers throughout the country. I want much better dissemination of best practice—again, something that we seem to get so badly wrong in children and youth people's services. I want many more voluntary providers—in some cases, perhaps, taking over the whole provision of a youth services department, not just being contracted out for certain aspects of it. I want much greater provision or partnership with businesses. In too many cases, businesses are being seen as a bit of a dirty word, yet a number of them run very creative, imaginative and high-profile partnerships with various youth organisations. They are making a very good business case for why

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organisations, not just through the comprehensive spending review but in their own mutual self-interest, can actually benefit from buddying up with various youth organisations.

Over the past 11 or 12 months, we have done a number of things. The Committee will recall that we had a high-profile youth summit at which I brought together an awful lot of young people, voluntary organisations, businesses and local authorities. I said to them, "We need to come up with a new youth strategy." Above all, I am determined that it will not just be another glossy brochure that everyone puts on the shelf, but a living, breathing document. I shall not just produce it to show to people. We shall be drafting various versions of it. We shall be road-testing versions of it, not least with young people themselves so we will have the buy-in of the whole sector, particularly of young people.

We have set up a youth action group that I believe is quite radical. It will consist of Ministers from eight different Departments, all of which were represented at the youth summit. I am trying to get all Departments relevant to young people to youth-proof their policies so that they have an eye to the effect that their policies will have on them. At the suggestion of the Prince's Trust, members of which will be sitting on the action group along with a few other bodies, I have brought together a group of Ministers to see how we can develop youth policy and how it applies to all the different aspects throughout the different Departments.

Another area that we are working on is youth democratic engagement. We are always being told that we need to hear the voice of young people. Too often, that is a pat on the head and a five-minute conversation. I want young people—be it through the various vehicles that we have now, such as youth mayors, youth cabinets, the UK Youth Parliament and youth councils—to be engaged actively in every authority throughout the country, shaping policies as they affect young people and the local environment.

A whole strand of work will be based on youth democratic engagement. In fact, I can exclusively reveal to you, Mr Chairman, that we have now allocated a further £350,000 in the current financial year to support youth democratic engagement, and a further £500,000 for the financial year 2012–13, part of which will deal with UKYP, which we might come on to as a separate point.

Q412 Chair: Will you be pressing within the Government to lower the voting age to 16? That would doubtless be a great way in which to improve youth democratic involvement.

Tim Loughton: Why?

Q413 Chair: I do not agree with it myself.

Tim Loughton: Why did you make that statement then?

Q414 Chair: If you want to involve young people in democracy, you could—

Tim Loughton: Do many things other than reduce the voting age to 16.

Q415 Damian Hinds: Try to get the 19-year-olds to vote.

Tim Loughton: My bigger priority is exactly that. At the last election, the turnout of the population as a whole was about 65%, but the turnout of the population aged 18 to 24—many of whom were voting for the first time—was barely over 40%. We should best focus on getting those who can vote for the first time to bother to vote before we turn our attention to a new cohort of people. The areas I mentioned are always those that young people below the age of 18 can and should be better engaged in, if we get it right now. So that is a very important area.

We are working across Government, with businesses and with voluntary sector organisations. I have a large group of voluntary sector organisations that comes to see me on a regular basis. I have a large group of young people representing various voluntary sector organisations who come to see me on a regular basis. We have the youth action group and have held a youth summit.

All that is working towards producing a substantial policy document, the first meeting on the putting together of which I have later this afternoon. We will be publishing the document, in various versions, later in the summer. I will not say that it will be produced by such and such a date, because I want to get it right. I want to keep going back to young people in particular, so that they feel ownership and that here is a document that they can work with and is rather more valuable than some of the glossy versions we have had in the past.

That is a very crude tour de raison of what I am trying to do.

Q416 Chair: You began your tour de raison by suggesting that this was a remarkably ossified set of services, which had pretty much not been reformed for 50 years. Yet we had the "Youth Matters" Green Paper in 2005 and the "Youth Matters: Next Steps" White Paper after that; we had a 10-year strategy, Positive Activities for Young People, in 2006; and the Education and Inspections Act put a statutory duty on local authorities to secure young people's access to positive leisure time activities.

Would it not be fairer to say that there has been a series of reforms, rather than suggesting that the sector has sat there unreformed? What is the Government's critique of the previous Administration's approach to youth services? What evidence, based on an analysis of that, do you have for supporting your direction forwards?

Tim Loughton: You said it in your question. It has not been a series of reforms but a series of policy documents, discussion documents and what I call glossy brochures that have ticked the box. I do not think things have moved on an awful lot, and they have been very disparate.

As I said earlier, we have examples of good practice in certain areas, and examples of not very good practice in other areas. "Ossified" is slightly unfair perhaps, but too often I see youth services departments with a nine-to-five mentality, although providing services for young people is very much not a nine-to-five activity.

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For example, in my own constituency, I laid on a midnight football scheme, dealing specifically with teenagers who were roaming the streets late at night on Fridays and Saturdays. There was no youth services provision at that time of night. I was told, "Oh, we have plenty of football schemes at 4 o'clock on a Thursday afternoon, we're fine"—but that is not when the problem is happening.

We need to be much more versatile. Very often, that means bringing in sports clubs or other voluntary bodies with real expertise, in particular in accessing some of the more difficult young people with complex problems. We need to target rather more some of those problem groups and antisocial activities or whatever they might be. Underlying all this as well, I have to say, is a difference from the past—it is why we called our youth summit after the strap line of our policy document, "Positive for Youth".

You, Chair, know just as much as the rest of us how young people are demonised in the media. There are still too many media stories about the negative sides of young people. Part of that was compounded under the previous Government by the mentality of the respect agenda—ASBOs, curfew order, the dreaded Mosquito device, etc.—which only added to perceptions that every other young person was a potential hoodie mugger.

We have, absolutely, got to get away from pandering to the negative images of young people. That is why everything that I do in the context of youth policy, everything Nick is doing through the Cabinet Office in terms of voluntary organisations and everything I want to do through the youth action group will be about being positive for young people.

The National Citizen Service will, I am sure, come into its own. It is a great opportunity to showcase lots of good, positive, community-engaged things for young people to do. Ownership by young people, delivered by young people, run by young people—that is what makes our approach very different from what has gone on in the past. Young people must, absolutely, be at the core of it.

Q417 Chair: Thank you. Governments in the past have often struggled to set out, as this Government are now doing, to provide a comprehensive, overarching youth strategy, pulling together all relevant Departments to produce a coherent approach in supporting and enhancing the lives of young people. Very often they have then backed off as the reality and challenges of doing that have come home, and they have done something rather narrower and less ambitious. Mr Hurd, are you going to break through the constraints that have held back previous Governments and come forward with something truly overarching?

Mr Hurd: No pressure. Tim, of course, is the lead Minister as far as this agenda is concerned. I am a humble foot soldier helping to deliver the next stages of the National Citizen Service, where we are still very much in the pilot stage. Cabinet Office responsibility, in very close partnership with the Department for Education, is to take that project from A to C, and then some big decisions have to be taken about what happens after C. That is our commitment.

Q418 Chair: Mr Loughton—overarching or ultimately stunted ambition?

Tim Loughton: Overarching or stunted ambition—is that option A and B? Is there an option C?

Chair: It's not particularly felicitously phrased.

Tim Loughton: "Overarching" is a word one can use. The approach we took at the youth summit was to try to get everybody metaphorically round the same table, and we had people from all different aspects of youth involvement. As you know, Chair, because you were there and taking questions, one of the criticisms at the end was that we did not have enough young people there, even though we had about 50 or 60, and we had invited more. I will probably hold an event at which there will be just young people, and we will be the observers and let them get on with it. I might give them a draft copy of the policy document for them to pull to pieces and add their two-penn'orth, too.

So, overarching is okay, but all-encompassing, cross-departmental is key to this. I have never seen—in fact, nobody who came to the youth summit has ever seen—such co-operation between different Government Departments. All the Ministers I approached to become part of that youth action group signed up very eagerly and thought that this was a really good innovation. This is ambitious; this is not a walk in the park.

This is a tall order, but we are determined to do it, particularly when youth services are under pressure, not least because of funding. Fundamentally, the problem is that they have not been brought into the 21st century and they have to rely on a greater diversity of funding. We have to have better engagement with the private and voluntary sectors. When there is still so much bad press around young people, I think that is one of the biggest challenges we face. When you see, time and again, the headlines about antisocial behaviour by young people, even though it is young people who are the biggest victims of antisocial behaviour, some people will start to mimic that caricature as well.

We are determined to get this right, but I am not going to be hurried into it. I want to produce a meaningful document that has a meaningful and holistic policy, which I think we can deliver, not just through a few high profile gimmicks within my Department, but by youth-proofing all Government policy where appropriate.

Q419 Chair: One last question from me on accountability. There are obvious benefits—people have hoped to see it happen before and have not quite made it work—to creating co-ordination among Departments, but where does accountability lie? How will this Education Committee ensure that the Government do not just have summits with lots of Ministers turning up and signing up eagerly? How do we see that it delivers on the ground what we are looking for?

Tim Loughton: The last thing I want is another big, complicated inspection structure. That is not the way to go. Ofsted last did its inspections across the whole sector in 2008, but I believe there is great mileage in accountability and scrutiny by young people themselves. If we are producing youth services that

are effective, needed and producing results, the best test is their being appreciated by the young people who are there to use them. Hence the importance I place on the youth democratic engagement vehicles: youth mayors, youth cabinets, UKYP, youth councils and everybody else.

I do not want to place a one-size-fits-all structure on everybody, although I am very keen on youth mayors. My town of Worthing was—ironically, given the demographics of my population—one of the first towns in the country to have a youth mayor, and we are about to appoint our seventh. They have been very effective in influencing local policy. That has worked well for my town. We have a very active youth cabinet and some very good UKYPs, and I was with some of them yesterday.

That may not work in other parts of the country, where they do very well already using a youth council structure or whatever. I want to have in every authority in the country a clearly identifiable, clearly accessible youth engagement body that is able to hold the local authority and other local agencies to scrutiny, and that is able properly to engage—not just tokenism. My youth cabinet members sit alongside adult cabinet members in Worthing Council, saying, “This is a young person’s angle on that.” I would like them to be the main voices on whether youth services are working in that area.

New vehicles are going to come along, such as public health and well-being boards, which will be of great relevance to services to young people around health services and others as well. We need the engagement of young people in our matters as well. The last thing I want is some complex, box-ticking accountability exercise that doesn’t tell us an awful lot about the value of the services that people are enjoying at the sharp end, which is really what this is all about.

Q420 Tessa Munt: Tim, when you say local authority, what do you mean? Do you mean parish? I’ve got 174 villages and towns in my constituency and one little city.

Tim Loughton: It’s horses for courses, which is why saying that every one of your parish councils should have a youth mayor would be wholly unrealistic. There will be other ways of doing it in your particular area. I only have one parish council in my constituency and it does quite a lot with young people, but the main deliverers of services are clearly the county councils, unitary authorities and metropolitan boroughs. Actually, the district and borough councils also have a big relevance to young people’s services—leisure services, for example. It is up to those councils. Remember, we are in a new environment where localism and Government not dictating to local authorities how they roll out and run their services are the order of the day. I want to encourage everybody to have a clear policy about how they are practically and effectively engaging with, listening to and delivering for young people in their areas, be it parish, town, borough or whatever.

Q421 Tessa Munt: I am concerned because if you take my rural patch of Somerset, there are no leisure services. They’ve all been given to the schools and

to other bodies because the county and the district authorities cannot afford to run them any longer. There isn’t a bean to spare. The only services are run by the county council and that has now been stripped out—everybody has been fired. We don’t do youth in Somerset now and I wonder how you see that this is going to happen. I’ve got 10 towns and villages across my constituency with more than 3,000 people. The largest is 11,000. There is no space. There is no money. I don’t see the possibility of it happening. What’s gone has gone. I can’t see how it would be replaced.

Tim Loughton: Two comments on that: first, there is a duty that local authorities still have under the 1996 Act to consult and deliver on positive activities for young people. If there were nothing there, it would be questionable whether they were delivering their duties. Secondly, Tessa, I think you are slightly unreconstructed yourself in the attitude behind that question, which suggests that if public money don’t fund it, it don’t happen. Some of the most successful and mass-participation youth organisations receive no public money.

Q422 Tessa Munt: I disagree with you. I feel that the role of the state is to provide where the market fails. I would suggest to you that in the rural areas of this country the market fails pretty comprehensively to deliver services of any sort because that’s how it is. It’s too disparate; it’s too distant.

Tim Loughton: Where is the market failing? Which people in your constituency are being deprived of opportunities and services that the state might otherwise provide?

Q423 Tessa Munt: Most of the young people, I would say.

Tim Loughton: What does that mean?

Q424 Tessa Munt: There’s a scout association, a guide association. There are things that—

Chair: I think I’ll have to interrupt here.

Tim Loughton: I was rather enjoying it.

Chair: Regardless of your enjoyment, Minister, and if I may, Tessa, we will move on.

Q425 Ian Mearns: I have to say, Minister, that what you have said up to now has raised a range of questions that I hadn’t anticipated asking before you got here. What you’ve said has made me think about several things. For example, you’ve mentioned dissemination of best practice—but to be reproduced by whom, and what delivery mechanisms will there be? Delivery is about locality and what is available in the locality. You’ve mentioned youth democratic involvement and £850,000 over two years—covering how many youngsters? How much per young person? For the previous Government—my own Government—the answer to a long-ago document called “Bridging the Gap”, which was produced by the Social Exclusion Unit, was the Connexions service. From my perspective, that service, which was the careers service funding plus 10%, wasn’t the answer to all the youth problems at the time, but I don’t really see what your answer is either. You have

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talked about 11 o'clock football—evening football—in your constituency. Did you actually get the same youngsters playing football at 11 o'clock at night or did you bring lots of other youngsters forth from their bedrooms, who were otherwise tucked up in bed, listening to music? Did you get the youngsters who were wandering the streets at night?

Chair: Is that your question?

Tim Loughton: I've been raiding bedrooms around the town, saying, "You're going to play football, like it or not."

Q426 Ian Mearns: I feel better for getting that off my chest, I really do. Do you intend to refocus services for young people on the most disadvantaged? Do you consequently envisage the end of open access to all young people or do you still see some sort of universal service? That's the first question, having got the rant off my chest.

Tim Loughton: To go back to your original rant, come down and see. I want to try and do a midnight football project again this summer. You will see kids who were otherwise roaming the streets, having a few sherbets and getting the worse for wear. Police would see those kids only because officers had uniforms on, and they would be hauling the kids up for doing something wrong. Here, however, the key participants in this project were the police. The police supported it and they thought it very valuable. This is not my invention. It started in Dundee, and in Scotland they have midnight football leagues. The police thought it was so successful that they sent a police team along to play some of the 14, 15 and 16-year-old kids, who thought it was great.

Q427 Ian Mearns: A good opportunity to kick the police.

Tim Loughton: The chief inspector was stretched off at one stage, and the kids thought that was fantastic. However, it meant that they were there, literally, on a level playing field, able to talk about something other than, "I'm nicking you for whatever." That was hugely valuable in the dynamics between uniformed services and kids who would otherwise be roaming the streets. So, I didn't go around hoiking people out of bed, who were tucked up at 10 o'clock at night.

Your bigger question was about universal services and targeted services. We don't have universal services at the moment anyway. I think that is something of a myth.

Q428 Ian Mearns: It is within the framework of the previous legislation, though, isn't it?

Tim Loughton: Yes, but in practice, it does not exist. We have a patchwork of public service providers, with odd youth clubs, outreach workers and so on, some of which are very good and some of which are not. Some are certainly not as responsive to the requirements of those young people, be it in opening times and other things, and I have given you one prime example.

We are in a climate of having much less money to work with, for all the reasons that we know. It must therefore make sense that we target provision that is publicly funded rather better, to the most

disadvantaged, and it must make sense that we look at various problem areas, whether it be antisocial behaviour, kids falling into the youth justice area and so on. We judge those people we give money to, whether that is centrally funded from my Department or from Nick's, based not on numbers. Look at some documents from the past, such as "Youth Matters". It is all about numbers when it should be about quality of outcomes.

A number of organisations come to us on the basis that they run a good scheme, with 5,000 kids going through it the previous year, as if that is the basis on which they should be funded for another 5,000 kids. My question to them is always, "And what was the life changing experience for those kids? What was the quality of the outcomes, rather than the quantity of the inputs?" We have to judge youth funding rather better than that. We have many good schemes, not only in the public sector, but in voluntary organisations. I want to see many more imaginative partnerships, with voluntary organisations as well as businesses. That does not just mean businesses stumping up some money to support a youth club.

Q429 Chair: Minister, can we return to question, which was about universal or targeted services?

Tim Loughton: Which I think I answered. I was giving more detail to flesh out my thinking on this. I am, however, happy to take another question from Mr Mearns.

Q430 Ian Mearns: I think you have already answered the question I would have put next, which is that the Government therefore no longer have a duty to provide opportunities for all young people, do they?

Tim Loughton: I want to start off by saying that in practice that duty has never been delivered. The Government certainly have a duty to ensure it. Partly to take on Tessa's point, where a void or problem is there, let's use the funding and partnerships we have, and the good practice that we can disseminate, to target those problem areas first of all.

Q431 Ian Mearns: Delete the word "duty" and insert the word "aspiration". Do the Government have an aspiration to provide services for all young people?

Tim Loughton: No, not the Government. When I joined the Cubs, at the tender age of whatever, with my woggle and my shorts, I did not go knocking on the Government's door saying, "What services will you deliver for me?" I saw that the Scouts were a good bunch locally whom I identified with. I went along, got kitted out with my woggle, signed up for bob-a-job, and had a full and fulfilling career in the Cubs and then the Scouts for a while.

Q432 Ian Mearns: There lies the rub, Minister. I could not afford a woggle straight away. How will you promote the positive achievements of young people and challenge negative perceptions, particularly in the context of refocusing resources on the most vulnerable?

Tim Loughton: Negative perceptions? That is one of the biggest challenges that we all have. There is a very real danger—it is happening in practice—of some

people parodying the character of young people. I listed a number of examples of where the Government, perhaps inadvertently, pandered to those negative images, such as with the respect agenda; ASBOs targeted on young people, which became badges of honour; curfew orders; and—one of the most insidious, discriminatory devices against young people—Mosquitoes, which I loathe and detest with a vengeance. I think that you have had evidence to that effect from other witnesses as well.

This Government have moved on from that. We have to bring justice to bear on the very small minority of young people who fall off the rails. There is a good campaign called the 99% Campaign—run by the London Youth Justice Board, I think—which had adverts on the tube saying, “I am a fully paid-up member of the 99% club.” More than 99% of young people are good, law-abiding, well intentioned, community-engaged young people. It is the nought-point whatever percent of those who are not who get all the headlines.

Q433 Ian Mearns: So you set up football for them at midnight.

Tim Loughton: That was a particular solution in my area to a particular problem. As such, it had a great deal of success in engaging a group of young people aged 13 to 17, who were otherwise roaming the streets of the towns in my constituency—late on Friday and Saturday nights in particular—and getting up to no good through the influence of alcohol and other things, who were given a constructive, positive channel for venting their energy rather more constructively in a leisure centre, engaging with other agencies. It kept them on the straight and narrow, and actually led to some engagement with the police and other people we had there, such that others then thought that they might come along and volunteer with other projects, for example. That was just one thing in my constituency; it may be different in yours.

Q434 Ian Mearns: Another alternative to the Mosquitoes was to play Mozart and Chopin.

Tim Loughton: Classical music.

Ian Mearns: It actually worked, and some of them grew to like it, in some of the examples in my locality.

Tim Loughton: Yes, it's all very comical—we did a bit of classical music in Worthing as well; we had a police van that went around with it—but should we discriminate against young people just because a group of them are collecting together? What would your constituents, or you or I, say if someone came up with a device that could be heard only by pensioners with hearing aids—of which we have quite a few in my constituency—in order to stop them congregating at bingo, or something like that? You would be absolutely horrified, so why should we discriminate specifically against young people because they are the only ones who can hear these ultra-high-pitched signals? I think that it's absolutely disgraceful, and it panders to negative images of young people who are up to only bad things.

Q435 Ian Mearns: I think that that's a strange analogy, Minister. Most pensioners in my neck of the

woods pay to get into the bingo if they want to go, but that's a different matter. What evidence is there of the long-term impact on crime, educational attainment and youth unemployment of cuts to open access services?

Tim Loughton: The evidence of youth engagement and reduction in youth crime was the question?

Chair: Cuts in universal services, and the increased focus on targeted services, as opposed to open access services.

Q436 Ian Mearns: And one additional question before you answer, Minister. Will you monitor the long-term impact?

Tim Loughton: There is evidence. There is a specific report, which I'm not going to be able to find, that gives good evidence for the link between targeted youth services and a reduction of youth offending. I think that there is considerable scope. Some authorities are already piloting this; they are linking up their youth services and youth services budgets with local youth justice activities. It is very clear that they believe—there is evidence to back this up—that if we provide positive diversionary activities that will keep young people out of the youth justice system, with all the financial, let alone social, advantages that that brings about. The report showed that targeting brings those advantages. I am not so aware of how universal youth services can create such an effective bang for your buck, as it were, because only a small portion of those young people are more liable to fall into the domain of youth justice by not being picked up early.

Remember that we also have the early intervention grant, where a number of the activities that we'd encourage—there are four principal activities within the early intervention grant around young people—involve identifying and focusing on those young people most in danger of various harmful activities, be it criminal activity, dangerous health activity, substance misuse, teenage pregnancy and so on. This all comes within early intervention money as well.

Q437 Chair: Is the research that the Minister is thinking of but cannot get hold of, and which may have just arrived, the 2008 departmental evaluation of targeted youth support?

Tim Loughton: No. It is a recent work by the Centre for Excellence and Outcomes that looked at the social return on investment of a wide range of targeted programmes for young people and found that it was not unusual to expect the total return to be double the initial investment.

Q438 Chair: Sorry, was that specifically about targeted as opposed to universal?

Tim Loughton: It is about the effectiveness of targeted youth services.

Q439 Ian Mearns: You talk about bang for the buck, Minister, but if the young people's service could work with the Home Office, or the Ministry of Justice, to divert some of the money spent through the justice system on incarcerating young people long term in institutions and transfer it to preventive work, surely

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down the line we'd get a much better return for our money?

Tim Loughton: I completely agree. It is crazy that the vast majority of the youth justice budget is about locking up young people, of whom we have too many locked up, rather than preventing them from coming into the domain of youth justice services in the first place. That is blue-sky thinking almost, but I think some enlightened authorities are taking this approach. At the moment, there is no real disincentive for local authorities if their young people end up in youth offenders' institutions. Indeed, there is a perverse incentive for children's services departments to have a child in care ending up in a youth offenders' institution, because they are off the books financially. They still have some responsibilities in ongoing social care, but there is a financial incentive for little Johnny in foster care to end up in Feltham. That seems crazy to me.

Better joined-up and imaginative working between youth justice and local authority children's services departments, whereby they are incentivised and rewarded for keeping people out of the youth justice system, but penalised if people end up in the system, is the way we should be thinking. It is highly complicated in how you articulate that in practice. How can you prove what someone who did not go to Feltham would have done? But that is the principle behind how we can have better joined-up working of services. That's why there is a youth element in the early intervention grant—trying to invest to save, financially and socially, later on.

Q440 Ian Mearns: Rather than delegating that responsibility to the local level, wouldn't it be better done at a national level, giving some up-front funding to prevent the incarceration of youngsters down the line? If we can prevent 1,000 youngsters from going into long-term institutional stay, we might be able to spend £40 million or £50 million on youth services and preventive measures in the short term.

Tim Loughton: I don't disagree with any of that. I think we identified the same problem. As I said, there have been a number of DFE-funded central grants on prevention. There is the strand of funding within the early intervention grant. I am going to an event later today about working with families with multiple problems. We are piloting a scheme that works with families with multiple problems, and 16 local authorities are the community leads on that at the moment. The scheme deals with deeply dysfunctional families, which perhaps have substance misuse, or have been in the culture of benefits and have not worked for years, or have kids who end up in trouble. We are taking an holistic approach. It is a really exciting project, where local authorities can draw down on funding over a number of years to put into preventive services, on the basis that if they get it right, they are preventing a cost spend later on because things have gone wrong. That's the approach that we are taking on families with multiple problems, and it is going to affect quite a few young people—some of the young people we are talking about here. The principle is absolutely right, and it is being turned into practice, particularly through the project on

families with multiple problems, of which you will be hearing a lot more in due course. That is being led by Emma Harrison, who is at a launch event that I am attending later today. I entirely agree with the analysis and with the remedy.

Q441 Craig Whittaker: Tim, I hear what you say about the current funding model being unsustainable. Has that viewpoint come about since you had clarification on what the Big Society Bank can be used for?

Tim Loughton: That is one really interesting area that I am going to hand over to Nick, the Big Society Bank chief. Whether or not we are in a financial crisis, the problems with the way in which we deliver youth services have been going on for many years, and they need to be addressed. They have been an issue for too long, and no one actually seized them. The reality of the financial situation that we are in now has meant that it is doubly urgent that someone seizes them.

I wanted to reform youth services before the financial crisis. I think people have woken up to the fact that we are going to have to do it, like it or not. I want to get out of this a much stronger and more sustainable youth offer to young people up and down this country, of which NCS is absolutely a part. Perhaps Nick will talk a bit about the Big Society Bank, and how it can leverage in a lot of extra money for young people, particularly to deal with specific problems.

Mr Hurd: I am happy to do that. Craig, the Big Society Bank will exist to make it easier for social entrepreneurs to access capital. That's the whole reason for its existence, and we have made it clear in public statements that it will have a high-level remit from us to give some priority to investing in opportunities for young people—community-led, enterprise-led opportunities for young people. However, we've also stressed that it will be an independent organisation, so it must be free to respond to what the market brings to it, and it must be free to make decisions based on the quality of the investment proposals that are put to it, but it will have regard to and respect for that high-level remit to give some priority to youth.

Q442 Chair: It could be 1%.

Mr Hurd: There are no quotas. The basic principle is that there is a high-level remit, but we must respect the organisation's independence and its need to make investment decisions based on the quality of the proposals put to it.

Q443 Nic Dakin: So it could be 0.1% or 99%?

Mr Hurd: We are not setting any numerical targets.

Q444 Craig Whittaker: Tim, is Doug Nicholls wrong when he says that the state funding is indicative of a social commitment to young people, and that there has never been enough of it? That is what he told this panel. Is he wrong?

Tim Loughton: That is harking back to the culture that I criticised Tessa for earlier that the amount of public funding is automatically linked to the level of commitment for a certain subject. I think that is nonsense. In the approach that we are taking, we are

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constrained by the amount of money we have anyway. Through the Big Society Bank, which has a youth focus—that is one of its key areas of interest—every project will, quite rightly as Nick says, be judged on its merits. When there are clear applications for using social impact bonds and others to achieve a direct outcome in reducing NEETS, for example, and in addressing youth justice issues, and when there are desired outcomes that appeal to social capital entrepreneurs, if we get it right—organisations like the Private Equity Foundation have been doing some interesting and imaginative work on this for some years—the amount of money that can be leveraged in from non-Government sources is considerable. If we do it properly, it will turn out to be substantially more than the sum of the parts of public money that have been invested in the past.

Does that denote a lesser commitment on behalf of the Government to promoting youth services? I say no, because we are doing a lot more than just writing a blank cheque—too often in the past that hasn't delivered—to make sure that we have better, sustainable and smarter youth services picking up more effectively more of the problems, promoting more of the good stuff, and ultimately promoting the positive images of young people. Having the Minister just signing off a cheque for a certain amount of money is not the way we should be doing things, and it's not the way we can afford to do things in the future anyway.

Q445 Craig Whittaker: Okay. I understand that, and I understand from your initial statement that 50 years ago was the last time we had a fundamental review of youth services. I have heard you talk about things like shadowing local cabinet members on councils. Having been one of those cabinet members, trust me, you wouldn't want to do it; normal 16, 17 or 18-year-old children wouldn't want to. There are youth members out there who would do it, but I fear that some of the things you're talking to us about are specifically geared towards middle-class, higher-income families, and if we're not careful, there will be a void in the area that really needs targeted youth support.

Let me touch on that for a moment, because I am quite interested in the proposals to fund those targeted youth services. We've heard from Nick that the Big Society Bank may fund them, but we don't know the proportion, and that indicates no consistency of approach. Have you thought about things like the pupil premium being a catalyst for that targeted support?

Tim Loughton: These are interesting questions. Although the Chairman will not let us, we could have a long debate about whether we are at risk of pandering to some of the more articulate middle-class kids. That is a potential danger. In practice, in the areas where youth democratic engagement works best, that is not the case. I can always go back to my own constituency. I have had a 12 year-old UKYP member representing my town. She was a young girl in foster care who had been through some very traumatic situations.

Craig Whittaker: But is it consistent?

Tim Loughton: It is not consistent. You were not getting it right in Calderdale whereas other parts of the country may have been doing it better.

The way to get it right is not to tell your council that this is how they are going to do it, which will produce unintended consequences and artificial results in many cases. However, I would like you to come to Worthing, for example, or in your former role, Craig, to see some of the good things we are doing there. My job as Minister for young people is to showcase some of these really good examples of best practice. But we have also got to attack the mindset because in too many councils there is a mindset that says that all young people need is a skateboard park and a pat on the head and that is them sorted. That is rubbish. Young people have an absolute stake in their local communities, because they will be inheriting those communities and the problems that we leave them. I want young people to want to stay and bring up their families in my town, either in Worthing or wherever it is.

National Citizen Service, which we have not spoken about but which we will come on to in a minute, is at its heart about getting to those more difficult-to-access kids. Pupil premium will be used to focus on some of the more disadvantaged kids, such as kids in care who will be prime beneficiaries of it, to try to bring them on to a level playing field where they will be encouraged to have their say, just as much as the pushy middle-class kids.

NCS is not actively discriminating but certainly actively promoting and judging the value of the providers on the basis of how good they are going to be at weeding out the difficult-to-access groups—those kids who have fallen foul of the youth justice system, those kids with disabilities, those kids with BME backgrounds and so on. That is a good model for how we want to judge youth services generally—how good they are at applying to all sorts of young people. If you can do it in NCS you can do it anywhere, which is why it is such an important part of NCS.

Mr Hurd: If I may reinforce that point. If at the end of the NCS journey all we are seen to have done is to offer something of value to already articulate relatively self-confident middle-class kids, we will have failed totally. A central part of its value and proposition is about throwing kids together who would not normally get a chance to meet each other. If you listen to the kids who went on the pilots, as we did when in opposition in west London, it was top of the list of the things they remembered and valued. They met people that they never thought they would have a chance to meet. That value of social cohesion and the fact that youngsters value that as much as anything tells you a lot about the state of modern Britain. That is why we attach huge importance to social cohesion, throwing together people from different backgrounds, and that is what we are putting the providers under pressure to deliver.

Q446 Chair: How do you think the youth sector can make a better job of presenting a case for funding to Government? Do you think it does a good job at the moment and, if it does not, what can Government do

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to improve the data and evidence to justify action by not only the DfE but all the other Departments?

Tim Loughton: One of the first things I did as Minister was to bring together a large group of people from a wide cross-section of voluntary youth organisations. I have got a group that mirrors those who are young people themselves. That is important. Although it took some of them a while to get the message, the days of relying on large, public funding cheques are no longer there. The days of saying that we had a project with x thousand kids going through it are not of great consequence.

I think the youth sector is receiving the language that it needs to produce, more than ever, evidence of quality outcomes in order to merit public funding. It is receptive, more than ever, to the fact that it has to engage in smarter partnerships. Local authorities absolutely need to take on board that message as well. Youth services are up for greater engagement with the business sector as well.

There is an awareness, particularly among the voluntary groups, that these things have got to change.

Q447 Chair: Can you tell us how? People have been working for many years at it, and it is frustrating in Committee, having conducted this inquiry, to find how hard it is for the sector to make the case for its effectiveness and outcomes. How can it change? What will that look like?

Tim Loughton: It will look like exactly as I started off, by asking what the life-change experiences were that your project either brought about or promised to bring about, and where the evidential basis for that is. In some cases, we should be looking at payment by results as well. This is also an area which lends itself to certain youth activities—rather than just handing out a blank cheque for questionable outcomes.

I don't want to be negative about the whole sector, because I start off by saying there is some really good stuff going on. What is so frustrating for me is that I go and visit a youth project in a certain area—I visit a lot of them—and say it is fantastic, but then you go next door and they have never heard of it, nothing like that is happening, yet the same sort of problems are being dealt with elsewhere. For some reason, we are bad at disseminating best practice. That is one of things I am determined to do. I want organisations to come forward with a really good project and for me to put them on a platform, to take them around the country and ask why this is not happening in your area.

Q448 Chair: They are often small voluntary groups doing good work. If your own children were going along, you would not be sitting there asking for some outcomes framework, you would see that it was a good thing: you would be pleased, you would look at the face or your child afterwards and the last thing you would ask is questions about percentage outcomes and what the child will be doing two years later, trying to link it back to one thing they do two nights a week. I am not sure whether you are going to increase the pressure on groups to spend more and more of their resource on data collection. I am trying to get a sense of where the Government will take the sector. Will

they drive it further down this route, or will they accept that certain things have value in themselves, allowing them to get on with it, without spending too much time and money collecting data on things?

Mr Hurd: May I respond to that, Chair? The challenge for the broader sector goes wider than how it presents itself to the Government. One of the big changes the sector is having to cope with is that there is less money around, as well as that money—whether from private sources, businesses, philanthropic sources or the Government—being more demanding about measuring impact and value, not least, from the Government end, because there will be a lot more transparency and information available to the public about where public money is going.

That will put pressure on the people handing out the public money to be more rigorous about what they are getting for the money. I think that process is a reality—it is something we have to work on with the sector very carefully because, as you said, we don't want this to impose a disproportionate or clunky bureaucracy cost on the sector.

There will, therefore, be an onus on the Government to do two things: to be much clearer and forensic about the outcomes they want to commission; and to work with the sector in getting clarity and consensus around some metrics on a sub-sector basis perhaps, which people can buy into—the Government, foundations and other sources of money.

What I am concerned about, and what we are trying to do something about, is that there is quite a lot of activity in the sector chasing various methodologies of capturing and communicating the social return. My concern is that this will become cluttered and rather confused. Therefore, I think there is a role for the Government to knock heads together, to see whether we can bring some consensus and clarity.

Tim Loughton: Can I add that in the DfE we have appointed a strategic partner—NCVYS—from whom you've heard evidence? One thing that we have tasked it with is to deliver an agreed outcomes framework and to provide evaluation and support. That will apply specifically to, I think, 18 or so organisations that we funded directly through the VCS. Obviously, our main lever is that if we are funding them, we can demand of them the evidence that underpins the value of their projects. That is the prime lead we can set in terms of how we evaluate some of these things.

I come back to the original point that we should be evaluating them not just because that ticks various boxes, but on the basis that young people are actually benefiting from them, too. First and foremost, you find that out by asking young people, which we don't do often enough.

Chair: Fair enough.

Q449 Nic Dakin: I have spent probably more than 30 years working with young people. I thought I understood things, but the more I've listened to the evidence presented today, the less I understand, which is deeply confusing.

Going back to the Chair's point, throughout this inquiry we have seen evidence that people know good youth work when they see it. They know what it is when they see it. The people who seem best placed to

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determine what the good stuff is are people operating locally. That's in line with the Government's localism agenda, but the more I listen, the more I hear a top-down approach that is in conflict with that localism agenda. What's the Government's relationship? How do they see things being delivered locally and quality assurance being mapped out locally? The things that you've indicated in answer to Graham's question about framework are the evidence of quality outcomes, partnership work and the dissemination of good practice. They may be the three themes that are coming through. I am interested in what the relationship is between local delivery and national accountability, or will you trust local people and, if so, how?

Tim Loughton: We have to trust local people. That is the whole philosophy of the Government. The downside of that is that local people occasionally make the wrong choices, but you have to take the rough with the smooth. As long as the outcomes, the funding and everything are transparent and that there is accountability for it—

Q450 Nic Dakin: So what is the delivery mechanism for local delivery of youth services?

Tim Loughton: It is as local authorities and local agencies, which are accountable to local people. I entirely take issue with your point about its being top down. I hope that the whole language I have used throughout all this is that it's very much bottom up. We are not prescribing the models and structures nationally. I am really keen to get away from that.

Nic, you will have examples in your constituency of very good youth projects. Usually, there are inspired by inspiring youth workers, who may be professional or volunteer youth workers. One of the other things we have done is to make it easier for people to volunteer. Integral to all this are the changes that we are making around vetting and barring and CRB checks, because there are too many obstacles to people coming forward and volunteering. Time and again, you do not hear people say, "We've got a really good local authority youth services department." Some people may say that, and I am sure that it is true in some cases.

Q451 Nic Dakin: That is a very old-fashioned view of youth services, certainly in the part of the world that I operate in. I've found this a very difficult inquiry, because it's amorphous and difficult to hold. It is like the soap in the bath—when you get hold of it, it squirts out somewhere else.

It is clear to me that there is an enormous amount of innovative work going on, where the public, private and voluntary sectors are operating in a very innovative way. That is one clear message that has come through from this inquiry—that there is ever such a lot of fantastic work going on, and maybe we need to harness that better. Do we harness it by making people spend even more time on ticking boxes and things like that, or do we let them get on with it and trust local people to judge what's going on?

The second message that has very strongly come through to me is that services across the voluntary, private and public sectors are suffering huge cuts at

the moment—"disproportionate" cuts is your own Department's assessment of what is going on at the moment. That makes very precarious the offer out there for young people at this time, which is what we are being told by a wide spread of organisations. One of the bits of evidence that most impacted on me was from the Scout Association, which takes not a penny from the public purse, but is very exercised and concerned about the extent of cuts to youth services across the nation. It sees those cuts as imperilling the overall offer. What do you say to young people about what has been described to us as a crisis in the delivery of youth services created by the way in which the situation is being managed at the moment?

Tim Loughton: I think your soap analogy is a good one. That has been my frustration, which is why we are spending so much time holistically trying to get youth services on the right trajectory.

What are youth services? You can start with that question. You've seen a multiplicity of people coming from many different angles, but youth services cover a multitude of activities, which is part of the problem. You can't achieve it within a policy document, which is why I am saying that my glossy brochure will not be the be-all and end-all. It will only be valuable if it has the buy-in of just about everybody who has a stake in it. That is why it will be a long-drawn-out consultation exercise.

Secondly, yes, I am afraid that youth services provided through local authorities, either directly or by funding voluntary groups and others, have been disproportionately affected. They were disproportionately affected before the comprehensive spending review, and they continue to be disproportionately affected post the comprehensive spending review.

Q452 Nic Dakin: So what are you doing in Government, as the Minister with responsibility for young people, to get colleagues to address that and to fight young people's corner?

Tim Loughton: My analysis of why we are where we are is that youth services have not been reformed and rely too much on centrally doled out public money, which is unsustainable. We have to acknowledge that.

Q453 Nic Dakin: But you've just said that youth services are suffering disproportionate cuts under your watch. I am asking what you are trying to do about the level of funding. I do not disagree that there are other things that need to be done in terms of reshaping, but, fundamentally, what are you doing about the level of funding?

Tim Loughton: But there is the dichotomy. The funding decisions are not made by us, they are made by local authorities because they are non-statutory activities.

Q454 Nic Dakin: Minister, the Government have issued draft statutory guidance to councils on not passing on disproportionate cuts to the voluntary sector. How are you going to follow up on that guidance? Does the guidance have any teeth, or, to go back to my allusion, is it just a bit of soft soap? Will

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it not actually happen, or will the Government do something to ensure that it does?

Tim Loughton: I will hand over to Nick, but the statutory requirements, not least under section 507B of the Education Act 1996, mean that, if local authorities were to be challenged, they would not be fulfilling their duties.

Q455 Nic Dakin: What do you see those duties as being? What is the minimum fulfilment of those duties?

Tim Loughton: Local authorities have a responsibility under the Act to consult young people on the provision of positive activities, including youth work. So it is not just, "We can have nothing to do with young people at all." It would be very short-sighted of them to do that any way.

Part of the problem is that people have relied too heavily on public money, so they haven't been as innovative as they should have been.

Q456 Nic Dakin: But the evidence we have received is that people are being very innovative. As I often hear, there is a difference between what is being described by the people on the ground, who know what they are doing, and what is being described by people sat here. Those people might potter around in their own constituencies, and they might occasionally potter around elsewhere, but there is a dichotomy. I am struggling with that.

You've issued statutory guidance. Does that statutory guidance mean anything, or is it just a bit of paper?

Tim Loughton: Statutory guidance sends out a message about expectations from Government. There is no enforceable statutory guidance on the level of provision of youth services, which is why the less enlightened authorities have targeted youth services as an easy hit for clawing back funding to use elsewhere. The strong message from me, without the legislation enabling us to clamp down on those where it is questionable whether they are fulfilling their duties or not, is that it is short sighted to do that for the very reasons we have discussed already. If you do not invest particularly in problem areas up front—working smarter, using imaginative partnerships and schemes—then you are building up a big financial and social problem later on.

Q457 Nic Dakin: So the guidance you have issued about not passing on disproportionate costs to the voluntary sector is simply that: it is guidance. At the end of the day, local authorities can choose whether to follow it or not.

Mr Hurd: Can I address that by putting it in context, with four very brief responses to your big question about disproportionality of cuts to the voluntary sector? I do not underestimate the anger, frustration and insecurity that is out there: I completely understand it. But, regrettably, the sector cannot be immune to cuts and would not have been immune under any Government. The scale of the challenge that any Government face to get on top of the debt is so great that any sector receiving close to £30 billion a year of taxpayers' money cannot be immune to that process.

Secondly, we have sent a very strong message from the Prime Minister down to various Ministers, including Eric Pickles, about disproportionality and tests of reasonableness, which is what Eric has published. I will come back to those later. We also have put in place a transition fund of £100 million of taxpayers' money—not insignificant money in the current financial context—to be available for voluntary sector organisations that are, frankly, in a hole but have a plan to get out of the hole.

We talked about the Big Society Bank as a potential source of capital. Tim's point is the right one: however tough the local choices are, they are local choices for which the local authorities have got to be responsible. We could have an argument about the whole imbalance in which they are placed, but the variety of evidence that is beginning to percolate is that some local authorities are taking a very different view from others.

My local authority would not dream of cutting money to the youth services, because they know that they would pay a price at the ballot box for it; one of the most consistent voices in my constituency is that there are not enough things for young people to do. So they made a conscious decision, despite having the worst financial settlement for 10 years. We cannot step away from the fact that local choices are being made, however tough the financial environment.

Coming back to the tests of reasonableness, Eric has put them out there; he has also said that he will consider putting them into statutory form, so the threat is there. It is indicative of how seriously—

Q458 Nic Dakin: Do you have a list of those local authorities that you feel have cut the voluntary sector by a disproportionate amount? Do you know what it means to have cut that sector disproportionately? Do you know who they are?

Mr Hurd: We are working with our OCS—Office for Civil Society—strategic partners and DCLG to gather information about what is happening on the ground, not just to identify the people who may be cutting disproportionately—not in the way we are suggesting—but also, critically, to identify those local authorities that are going out of their way to maintain or increase investments in the voluntary sector. They are making extremely positive local choices, which we want to applaud. So there are two sides to this coin.

Q459 Tessa Munt: In my unreconstructed way, I would—

Mr Hurd: I have never accused you of being unreconstructed.

Tessa Munt: No, but your mate has. In that very way, I would like to challenge you, because where there is a will, there is a way. I suggest that the Government have been absolutely committed to services for older people, and there is a completely universal offering for things like winter fuel payment and bus passes, which go to anybody, whether they are a millionaire or not.

If I were a young person looking at where that will actually lies, I would think there is a fear of doing anything that is universal for young people. I don't

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think that is fair. Since we have to depend on young people to look after us in our dotage, perhaps we should be a lot fairer—look at universality for young people and put the cash where it is really needed.

Mr Hurd: We could discuss that for hours, but I don't think that negates the point that I am trying to make in the context of Nic's point, which is that, at the end of the day, in this short-term and frankly extremely difficult situation that we're all in, we're talking about local choices and accountability for those choices. We are moving towards a world in which there will be much greater local flexibility and freedom to decide and assert local priorities. I used the example of my constituency—

Q460 Tessa Munt: Except when it comes to older people. I don't decry the fact that older people have given their bit to society—I absolutely accept that—but we're talking about the youth service and Tim was talking about the greater costs of when things go wrong and when young people have to compete for every single penny. It then looks as though the Government aren't actually giving any priority, as someone asked in earlier question, to younger people.

Chair: A short answer.

Mr Hurd: I will push back on that, because I have had a thoroughly enjoyable time sitting here, but we have had no questions on the National Citizen Service at all.

Q461 Tessa Munt: Don't worry. I have some.

Mr Hurd: Oh great. Excellent. If the Prime Minister were sitting here, he would be exploding with frustration at the statement that his Government are not making any propositions to young people at all, because the National Citizen Service is an enormously powerful proposition to 16-year-olds.

Q462 Nic Dakin: That's an example of where the Government have determined a priority without any consultation with young people beforehand. They have decided that that is a priority to which money will be resourced.

Chair: We will come to the National Citizen Service later.

Tim Loughton: To add to Tessa's point, not many old people benefit from the pupil premium, which is a huge commitment from this Government, so it is not completely one-sided.

Q463 Ian Mearns: To come back to your last point about proportionality in terms of where cuts are being made, some work was done by the Association of North East Councils that actually shows that, because of the dependence on central Government grants as opposed to the capability of council tax in the north-east of England, the amount of cuts being inflicted on north-east councils amounts to £84 per head of population, as opposed to approximately £21 per head for councils in the south-east of England outside central London. Where is the proportionality in that for a start? The need is substantially different in the two areas that I have mentioned.

Tim Loughton: Can I ask you a question back? What is the per capita funding for your constituents

compared with constituents in the south-east of England? Let's take the pupil premium, for example, and how that will be calculated compared with different levels of disadvantage. The thing that I slightly resent—this came up in the Sure Start debate last week—is that disadvantage and deprivation is disadvantage and deprivation whether it's in the north, the north-west, the south-east or the south-west. There are many wards, including in my constituency—and Nick will have them—that are wards of multiple deprivation with serious problems that happen to be in southern or London constituencies, rather than northern constituencies, and the funding that we get for our constituents is substantially less than in your and other neighbouring constituencies.

Chair: Minister, thank you for that answer, but I am not going to allow any extension of a broader debate about funding.

Ian Mearns: I would just point out, Chair, in response to that, that there are areas of the country where deprivation is an oasis among areas of better-off people, as opposed to the contrary in other parts of the country.

Chair: Very true. Let's have another question.

Q464 Ian Mearns: What scope is there for a greater proportion of youth services to be delivered by the voluntary and community sector, given that a high percentage already is? We have already had evidence to the Committee from a whole range of organisations, and the general opinion is that the best way of providing in a locality is a mixed economy. What scope is there for more to be done by the voluntary sector?

Tim Loughton: I think there is considerable scope, and both voluntary and business can play a part in that. I would be quite radical about this, because all I am concerned about is the offer and the quality of the offer in outcomes for young people. At the moment, it takes the form of specific services being contracted out to voluntary providers.

Why shouldn't a whole youth services department be run by a voluntary provider, or more likely a federation of voluntary providers, so it's down to the political leadership of the council to set its priorities—“this is what we want to see for the young people in our area”—and then it's down to a voluntary provider to run that whole department to achieve those objectives? They might take over the directly employed youth services department as part of that, in much the same way as housing associations took over from council providers for council homes through large-scale voluntary transfers, and in many cases perform rather more efficiently. The sky is the limit there, but that very rarely happens. It happens in a few places, but I think there is considerable scope for it to happen more if it can deliver better services.

Chair: May I ask for short questions and short answers, as I know that everyone had a lack of sleep last night? We want to get on to the NCS, so let's press on.

Q465 Ian Mearns: I do apologise, Chair; I am slightly more irritable than normal. You have already mentioned payment-by-results models. How realistic

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are payment-by-results models, and over what sort of time scale would you say that results have to be measured to make that payment method viable or sustainable?

Tim Loughton: Nick can perhaps talk more about social impact bonds, where they might be geared up to, say, a five-year return and could easily be geared up to a reduction in the number of NEETs, for example, or in kids being diverted from the youth justice system. There are lots of other applications that I have been discussing within other children's services as well. There are some very innovative schemes out there, and some interesting organisations such as PEF have been doing work on this area for a very long time. There are some willing providers that would leverage in money that is coming from completely outside the public purse, where people are looking for a social return on capital, and this lends itself to that.

Q466 Ian Mearns: You used the term "willing provider", which seems to have resonance with other areas of policy, particularly with the health service. The thing is that "any willing provider" might mean a social enterprise company or a community interest company, but just because they are not for profit does not mean that they don't pay their directors huge amounts of money in those models. Is that a sustainable way to go, and is there really the capacity out there to deliver that model across the country?

Tim Loughton: Nick might talk about social impact bonds, but there is a lot of philanthropic money as well. PEF is a good example: it has been funding various schemes, of which the latest is the Mayor's redcoat scheme that came from the States—City Year—which is all about young people going back into disadvantaged schools and helping to mentor kids who have fallen behind. That is being funded by private money—by enlightened entrepreneurs and philanthropists, who have made money in financial and other institutions, who understand the concept of return on capital but who want to see a social return from this capital through better outcomes for disadvantaged kids.

Those entrepreneurs and philanthropists are not benefiting directly; there may be some financial concern—it will be a sub-market financial return if they are getting a return—but there is a considerable social return, which is what they are interested in. We very much want to encourage that, and that is what the Big Society Bank is trying to harness and grow.

Q467 Ian Mearns: Can I ask Nick what has been learned from the Cabinet Office pathfinder project on mutualisation, and how that can be applied to youth services?

Mr Hurd: We are enormously excited by the potential for more mutualisation—in fact, it is one of the great passions of my boss, the Minister for the Cabinet Office—because we see it as an opportunity to unleash a lot of the entrepreneurial energy that sits inside the public services.

Our feeling, and some would disagree with this, is that for too long we have run the public services in the wrong way. They have been managed in a very bureaucratic environment of targets, where the space

for innovation, creativity and flexibility has been more and more cramped. We want to create much more freedom and a sense of ownership at operator level. A mutualisation programme is absolutely in that space.

I remember visiting two nurses in Leicester, who have persuaded the PCT to award them the contract for doing what they were doing before in a new environment. They are running a social enterprise and they feel a strong sense of ownership. You can see the difference in their eyes and in the unit in which they work—there is a different atmosphere. The more we do to encourage that, the more we will unleash the entrepreneurial energy that sits inside public services and reconnect people with the enthusiasm and passion with which they entered public service.

The pathfinder is at an early stage. It is very much about trying to support, hand-hold, and offer mentoring for people such as those two nurses, who require human support more than financial support. The pathfinder project is about helping them to absorb and develop the skills that they did not have, and we are enormously excited about it.

Q468 Damian Hinds: I shall be brief, so that we can move on to the National Citizen Service. Returning to the payment-by-results question, clearly, in an increasingly resource-limited world, it becomes increasingly important to find a way to allocate funds. It was mentioned earlier, and everyone around the table agreed, that when you see a good youth services project, you instinctively know that it is doing a good job, but one may want to allocate in other ways. Tim mentioned youth democratic involvement, but that method might not focus sufficiently on the 1% who we are particularly trying to reach and get results from. We want accountability for the use of public funds and so on, and if you have social impact bonds, and private or semi-private capital coming in, that needs to be measured against something.

I suggest that, during the course of our inquiry, we have not come across any reason to believe that there could be, or is, a cost-effective way to measure the effectiveness of youth services at a programme level. You could measure at a wide level. You could measure a local authority, say, that is providing a good basket of services, which overall for that area is delivering well against a set of definable metrics. You could also measure national programmes that cross-cut local authorities, because they are of a scale at which it is operationally possible to send out someone who will know it when they see it.

Perhaps the only way to allocate resources on a payment-by-results method is to follow local authorities that seem to be doing particularly well. But is there not a danger that if you do that—at a wider area level rather than a programme level—over time, more and more money will go to areas that are doing well for their children? Areas that are not doing so well will therefore slip increasingly over time.

Tim Loughton: Well then you have to ask a question. One authority might be doing a good job of reducing the number of NEETs, reducing the number of first-time entrants into the justice system, reducing the number of teenage pregnancies, and achieving good outcomes from the sexual health strategy. Why is that

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local authority doing a good job and yet the next-door authority, with a similar constituency of young people, is failing to achieve that?

Q469 Damian Hinds: But isn't the answer to that more in the primacy of dissemination of good practice—as you identified—and what seems to work? Isn't it in cajoling and encouraging more areas to take up those programmes that have been successful?

Tim Loughton: There are two aspects of that: the transparency and accountability to the electorate, who might say, "This council is doing a rubbish job; I wish we were like next door." Secondly, that council will find itself more and more cash strapped, because it will be paying for the consequences of failure rather than saving from investing to avoid those outcomes.

As for the families with multiple problems and the community budget pilots that we are running at the moment, 16 authorities eagerly stepped up to the plate to volunteer and are really keen to get on with it because they see it as the way forward. That is not because the Government are offering a bit of money, but because that bit of money can change them to overhaul completely the way in which they are dealing with some of their most difficult and troublesome problem families. We have not told them that they have to do it; they see it as a good thing.

Part of our debate is the fact that I do not want local authorities to have youth services simply because the Government tell them that they must produce x million pounds' worth of youth services, regardless of what they are achieving and whether such services are required in that format or area. I want local authorities to undertake such work because they see a need for it, regard it as a good thing and know how they can produce good outcomes from it. We have to change the mentality, partly by saying, "Look what we have achieved here. Look at what the 16 community budget pilots are achieving. Why on earth are you not doing it?"

To go off slightly at a tangent, I have given such evidence in adoption matters. I cannot understand why more local authorities are not bashing down the door of Harrow, which has some of the best adoption rates in the country, and saving £435,000 by having contracted it all out to Coram for the past five years. Councils have to see that someone is on to a good thing, and think, "Gosh, I want some of that, too, because it is the right thing to do with my local council tax payers and the young people who will benefit from better services."

Q470 Damian Hinds: The Graham Allen review talks about a repository of best practice; it is almost a hothouse of ideas and measurement of what works. Do you see everyone bashing down the door to Harrow and wherever else is better at something else, or is there a role for some sort of central repository of intelligence to help local authorities improve their offer?

Tim Loughton: The Centre of Excellence disseminates some best practice, and I want more of that promoted. At my Department, Sarah Teather and I have talked about almost doing a roadshow of taking some good ideas from various parts of children and

young people's services, and inviting in directors of children's services and lead members of children's services.

Part of the problem is what is often the disconnect between political leadership and official leadership in local authorities. I want both sides of that coin in front of some good ideas, so that, going home on the train, the cabinet member for children's services badgers the director and says, "Why on earth are we not doing that here?" or vice versa. They will then want to knock down the door of whichever authority it is and ask whether its services can apply to their area. For some reason, that is not happening more automatically, and it is something that I define as incredible and a most frustrating thing. I am trying to promote it, as I am sure is Nick in his role at the Cabinet Office.

Mr Hurd: The payment-by-results principle is attractive in the sense that it focuses the commissioner's mind more keenly on what he or she is trying to achieve and also creates the opportunity to incentivise private capital to come in and share some of the risk and return. There might be some philosophical issues around that, but the reality is that we need the money.

The underlying reality is that such a principle is not applicable everywhere and, in terms of the opportunity for social financing, as it were, it tends really to work only when the outcomes can be clearly measured and the metrics are clear. I do not have the information to push back on your opening premise that it might not apply to youth services. All I do know is that I have received representations from organisations such as the Private Equity Foundation to which Tim referred, which is trying to structure something down a specific stream that is aimed at youth when it can see that the conditions apply and the clear out can become clear metrics.

Q471 Damian Hinds: I was meaning to apply it specifically only at the programme level, because of the multiple challenges on social impact bonds about defining the audience, isolating impact and having a control group to measure success over a specific time period—and not double counting or triple counting the savings, and so on.

Mr Hurd: It is not easy to find the perfect storm, as it were.

Q472 Charlotte Leslie: Can we talk about the National Citizen Service? Ministers, you have talked a bit about the failings of a one-size-fits-all approach. Is the National Citizen Service a one-size-fits-all approach?

Mr Hurd: The first point to make about the National Citizen Service is that this is not something that just materialised on the eve of the election; we thought about it for an extremely long time. I remember sitting in the first working group of youth voluntary organisations discussing this with Paul Oginsky in 2006. Tim took the project on in opposition, and serious money and time has been spent on development, so this is something that we have been cooking quite slowly and methodically, because we

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are determined that if we are to offer this to 16-year-olds, it has got to be right.

We are still in the learning process. That is why we are deliberately taking time to do the pilots and to take it from A to C, with 11,000 places this summer, 30,000 places next summer and 12 providers this year—a very broad range of providers from football clubs, to relatively new organisations, to established organisations such as the Prince's Trust. We have set a template in terms of what we believe, garnered from the experience of the last four years, are the core principles of the NCS offering and the key pillars of it. They are being given a lot of local flexibility in terms of how it is marketed, in terms of the local flavour that they put on it, because we want to see what works.

In answer to your question, as well as trying to make sure that these two years work as well as possible, we are trying to think through what is the right model from 2013 onwards. We are assuming success. What is the right model for this to be delivered and accessible to all 16-year-olds? That is a key decision, but I suspect that that cannot be delivered in a sort of top-down centralist manner.

My view is that the provision will be local, but it will be based on the key pillars of the proposition to 16-year-olds that are proven to be successful, so the social mix point that I talked about before is absolutely fundamental to success. The outdoor element that tests and stretches them, encouraging them to do things that often they never thought they would be able to, is proven. That is an incredibly valuable part of it. Familiarisation with their community and deploying the skills that they have already got in the community is an incredibly important part of it. Finally, the encouragement to structure, lead and deliver your own social action project in your community is enormously powerful in terms of connecting young people with their own power to make a contribution to the community.

We are pretty clear about what the pillars are, but we are having to leave a lot of space for local innovation, flexibility and creativity. Do you want to add anything, Tim?

Tim Loughton: That is right. When it gets rolled out eventually—we are dealing with rural populations, urban populations, BME populations and trying to mix them all up—the brand of NCS will be recognisable whether it is in Penzance or in Penrith. The common elements—what it is trying to achieve—are the rites of passage, the transition to adulthood, the team building and the personal development side of it, which is very important. It is not just a volunteering scheme. Personal development is absolutely crucial to all this. Those principles will absolutely underlie the practice of it and be principles that the providers must be able to show that they can produce to get the contracts as well, but in terms of how and where they do it, there is a degree of local flexibility.

We are not trying to impose something on everybody. This is not a Government-run scheme. It is being run by the youth sector. All the providers, who are providing those 11,000 places, are by and large organisations doing stuff with young people already,

from football teams and The Challenge, which is a charity set up to pilot some of this stuff, to the Prince's Trust and v itself. These are all people with experience, which is what we want to tap into. Rather than trying to reinvent what is already there, we are trying to harness it and point it in a particular direction.

Q473 Charlotte Leslie: On that note about flexibility, if an organisation is already doing pretty good work on the intuitive measures we have talked about, but perhaps does not have the capacity to change to fit the template, would there be flexibility for it to gain accreditation, or is that something you might be looking at? Could it become NCS accredited without having to reshuffle itself to fit the exact template?

Tim Loughton: No. If you look at the 12 providers who have the tenders for this year, nearly all of them are federations of providers. What struck us—I think this is a template for the way we run these services in the country, as I have said before—is that given the strengths of this year's tenders, which I am sure will be replicated next year, a lot of the obvious contenders, such as the bigger children's organisations, didn't make the cut and get through to the final round. We got a lot of smaller organisations that many people may not have heard of, but which are doing some really fantastic work in certain areas of the country, particularly with kids with disabilities or with difficult-to-access kids. They have come together to partner other small organisations or some larger ones to produce something really interesting and, as a result, a much stronger whole. That is why people who have not quite got the whole offer under their own roof should come together in partnership with others, and that is what has happened. That is a really strong model.

Q474 Charlotte Leslie: You have said that funding is not everything and we have to be a nation where you can't not do something just because the state does not fund it, but you have provided good funding for the NCS. How will that continue into 2012 as things expand? Is that funding there or is that something we still have to think about?

Mr Hurd: We have the funding for the two years of pilots in the Cabinet Office plan. We are also actively encouraging the local providers to tap into local support, whether from local businesses or from other bodies in their areas, and to seek contributions in cash or in kind, because we want this to be a genuine partnership approach. But we have the funding for the pilots.

Q475 Charlotte Leslie: Is this money well spent? Some have said that for the money spent on this sort of project, you could keep all the youth services afloat and everything would be fine. Is this money well spent?

Mr Hurd: Yes, of course. All I know, Charlotte, is that I have spoken to young people who went into the pilots last summer in west London and I listened as they talked about the experience and what they got out of it. As I said, they met people they never expected to

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meet and did things they never expected to do. About 80% of them went off to work in local charities or other groups. There is something very powerful in that. I speak as a father of four teenagers, and being a teenager in 2011 is infinitely more complicated than it was when I was 16. As a country, we are very poor at helping teenagers to manage the transition to adulthood, and I genuinely think this is an opportunity to make a very big difference at a very critical time in the lives of teenagers in this country.

Q476 Charlotte Leslie: Would you see this as a catalyst, as opposed to an end in itself?

Mr Hurd: For me, the seven or eight weeks that the youngsters give over during the summer are the start of a journey. What Tim and I are actively managing is the pathways. You hope you have lit a spark and connected with a young person—with their power to make a contribution and their sense of responsibility to their community. Again, as a father of teenagers, I know you have to do something with that and point them somewhere; that energy has to go somewhere. We are actively trying to construct the pathways for that, whether it goes more into volunteering, relevant workplace experience or skills, or other incentives, so that we help create a buzz and reach that tipping point in 2013, where we go to the Prime Minister and the Chancellor of the Exchequer and say, “This is something we’ve got to make available to all 16-year-olds. It really makes a difference.”

Tim Loughton: This is the really important point. This is not just about setting up a nice shiny scheme so we can say, “This year, 11,000 kids have been through our scheme and 10,568 made it to the finish—isn’t that great?” I am not interested in that; I am interested in what happens to those 11,000, or to the 10,500 who make it through. This is going to be a challenge, and to make it a worthwhile challenge, kids will have to drop out, because they are not able to go through that challenge. It will be judged on how many of those 10,500 become more engaged and do stuff off their own backs in their communities in six months or in 16 months, and on how many come back on next year’s NCS to help as volunteers or want to train up as youth leaders.

The one misconception about all this, in talking to large groups of voluntary organisations—Nick and I work with the Prince of Wales, Youth United and all the London uniformed services—is a bit of a fear. Are we poaching their people to go on to NCS? No, NCS will be recruiting for those groups. If you’ve got the scouts, the Duke of Edinburgh, the Prince’s Trust, Young Devon or whoever providing part of or all those residential courses and the activities around them in the summer, hopefully, if they have done the courses well enough, some of the kids going on them will say, “Those scouts were really good guys. I might go and join the scouts, or any of those organisations.” We are trying to recruit for a lot of existing youth organisations and make them better engaged. There is huge mutual benefit. We are doing it not for the benefit for the NCS, but for the benefit of expanded and better quality youth engagement, for all the reasons that I gave earlier, and to give young people a better image

and show that they have earned respect and the right to be considered adults.

Q477 Chair: How much will it cost after 2012 if it is expanded to the whole population of young people, which is a 600,000 cohort?

Mr Hurd: It’s very hard to be specific about that, because at the moment we are testing models. For example, for the 11,000 places this year, we deliberately didn’t set a fixed price. We wanted the market to come to us with a price. We had tremendous variation. The average cost across the 11,000 is, I think, about £1,300 per head. Will that be the fixed figure? I doubt it very much. I think next year will show something different. This is the value of the pilot stage, which is for only two years, but that is the state of the market at the moment.

Q478 Chair: You listed the core pillars that you thought would be in place going forward—if the whole thing does go forward—but you didn’t include the residential experience.

Mr Hurd: I did. I may have mumbled it, but I definitely included it.

Q479 Chair: I am pretty sure about that, but if we look at *Hansard* it will prove one of us right.

Mr Hurd: The residential experience is critical, because you are taking young people out of their comfort zone and their community, and throwing them together with people whom they have never met and who are from very different backgrounds. Many of them will not have been away from home before. That is very much part of the stretch and the challenge.

Q480 Craig Whittaker: Two very quick questions. We have heard on this panel about a real disparity between local authorities—we spoke about them today. Some are literally ditching youth services, and others are cutting small amounts. How do you respond to claims that we’ve heard that nearly half the professional youth work force could disappear as a result of redundancies?

Tim Loughton: Are you relating that to NCS or are we going to a different issue?

Q481 Craig Whittaker: I am talking about training and work force development.

Tim Loughton: Okay. NCS is about a lot of money going into a lot of those youth organisations. A lot of the people from voluntary organisations whom we are talking about who are doing, or will no longer be doing, stuff with local authorities can also be part of NCS schemes. This is a huge investment not in NCS, but in the youth sector.

Q482 Craig Whittaker: The specific claim is that because some local authorities are making people redundant and not keeping the services—

Chair: Moving on from the NCS.

Craig Whittaker: Moving on from the NCS, a huge work force and a lot of expertise will be lost as part of the redundancy process in July this year. How do you respond to that?

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Tim Loughton: That is not exclusive to the youth sector, but is part of public sector workers generally. The amount may be disproportionate, but I don't know because I don't have the evidence for that. But I hope also—

Q483 Chair: Your own departmental submission to this inquiry should provide you with the evidence.

Tim Loughton: Of how many?

Chair: Of disproportionate cuts.

Tim Loughton: Yes, but how many?

Chair: Which one would assume would then lead into work force.

Tim Loughton: But we don't know the extent of it at the moment. If we get right what we are trying to do, it will mean other providers hopefully picking up a lot of those people who are not directly employed by local authorities, if that is the case. Again, it is already a very differential experience here anecdotally, where some authorities are using it as a soft target, while others are doing it rather more imaginatively and redeploying some of those people.

Q484 Craig Whittaker: With all due respect, that is exactly the point. The big fear with those that are using it as a soft target is that that expertise will go away from those particular areas.

Tim Loughton: Yes, and that is short-sighted.

Q485 Craig Whittaker: We know that, but we return to what we said earlier about consistency of approach. One of the first things you said was that it is about fundamentally reforming youth services in this country, yet we will have swathes of areas around the country that will not have this expertise anymore, because they have moved out and because local authorities have made redundancies across the way. How will you ensure consistency for development in youth services if the expertise is no longer there?

Tim Loughton: Again, Craig, that comes down to the point we both made earlier about the local accountability of the local decisions made by that authority. It also assumes that there is a monopoly of youth work expertise directly employed by local authorities, but I dispute that.

Q486 Craig Whittaker: What is your view on the proposed Institute for Youth Work, particularly in relation to implementing a licence to practice for youth service?

Tim Loughton: This is an idea that has been bandied around. There is merit in it, in that we need to value youth work more. We also need to value social work more—I have been in front of you before on that issue. I have concerns about the approach of a licence to practice, in that the last thing I want is to put more barriers in the way of people coming forward to offer themselves as volunteers and get involved in youth work. We are trying to dismantle many of those barriers, such as what we are doing on vetting, barring and CRB schemes in the Protection of Freedoms Bill, which is going through Parliament at the moment.

That is an interesting idea and I can see the principles behind it. In practice, it could have unforeseen consequences. I need to be very much more convinced

on how it will improve the quality and quantity of provision, rather than discourage people from coming forward. Who would regulate it? Would there be a college? I have not been convinced of a substantive case being made yet.

Chair: By dint of careful chairmanship, there is one last question on the NCS.

Q487 Tessa Munt: What is the number of people who have signed up for 2011? I saw a figure of 1,000 somewhere.

Mr Hurd: Some 11,000 places have been commissioned. It is a work in progress, but the feedback from the 12 provider consortia out there is that they are extremely happy with progress in terms of marketing. There are variations, but on the whole, we have no reason to suppose that this year will not be a success.

Q488 Tessa Munt: That is not quite the question I asked. I asked you how many people you have signed up. I have seen a figure of 1,000.

Tim Loughton: It is substantially more than that. We do not have a weekly return, where everyone has to tell us how many they have signed up. There are regular briefings, in which Paul Oginsky and officials in the Cabinet Office and in my Department have been meeting with the tendering groups. We ask them for feedback; they are all very confident. I do not anticipate that we will not have full take-up by the time the schemes start in July.

Mr Hurd: The Challenge Network, which is running a third of the places, has said that it has already filled most of its programmes. The Tees Valley one, which is another biggy, has filled around two thirds of its 1,000 places already, and is seeing strong expressions of interest. Across the 370-odd places where it is being done, the feedback is positive. That is some specific feedback for you.

Q489 Tessa Munt: My real concern is that there is a charge, which will put it into the realm of it being just the middle classes, because the cost will be two weeks' food bills.

Mr Hurd: It cannot and will not be a barrier.

Tim Loughton: I know this was a point you took up with Paul Oginsky and it became rather a news item. It was one of the fundamental discussions that we had much earlier on. Payment should not be a barrier to any person being able to go on this scheme. However, this scheme must have value. Just offering lots of free places, so that lots of people sign up and perhaps do not bother to turn up, is not an option. Various providers are doing it in different ways. Some people have asked for a deposit: you put in £25 up front, and when you go on the scheme you get your deposit back. Some have been encouraged—my daughter is going on a volunteering scheme to Uganda with her school this year, and they've been encouraged to raise some money as part of that—to do some fundraising activities to pay for their £25 or £50 or whatever.

You must balance the scheme being valued, so that people don't just sign up and not take it seriously, with not barring people's access. One of the considerations is that, if people genuinely cannot afford it but are

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absolutely intent on going on it, the charge should not be a barrier to them. Various providers are looking at bursary schemes and others like that. That is where some of the philanthropic money can come in. That charge is absolutely a technical matter; it is not a qualification.

Mr Hurd: I come back to the central point. One of the key pillars of value of the NCS programme is the

social mix, and we therefore cannot let money be a barrier for people coming onto it. The providers could not have received clearer direction from us on that.

Chair: Thank you for that very positive point on which to end. Thank you both for coming along and being the shining stars that we expected.

Written evidence

Memorandum submitted by the National Youth Agency

THE RELATIONSHIP BETWEEN UNIVERSAL AND TARGETED SERVICES FOR YOUNG PEOPLE

1. The relationship between targeted and universal provision is complex. Targeted services can be defined as those which are exclusively available to a particular group of young people who share a common need or who are seen as facing particular challenges or involved in particular risk taking activities.

2. Universal provision is defined as open access provision available to any young person who chooses to engage. However both these definitions over simplify the complexity of young people's lives and the way in which provision has been developed. So for example an open access provision in an area of multi deprivation will have been established to target young people with particular needs and will often engage with young people who would otherwise require access to targeted provision.

3. Another key concept in terms of shaping the offer is those interventions that are preventative. Universal provision engages some young people the system has not identified as at risk but who are actually facing challenges in their lives. These young people will often self refer in to an unstigmatised universal offer and, in so doing, mitigate the need for more specialist interventions later on. Universal provision can also play a key role in bridging between targeted and specialist services like care or youth offending and provide a part of the transition pathway to coping more independently. Similarly universal provision can play a key role in integration eg open access youth provision that proactively engages disabled and able bodied young people.

4. Parents and willing volunteers are well placed to instigate and support universal provision for many young people and the increased commitment in communities to engaging young people in social and activity based clubs and groups is very desirable for a whole range of reasons. However young people with complex and or particular needs are often the ones who's behaviour or particular needs means they are excluded from such provision and many of these young people do require the intervention of trained professional staff committed to building relationships with highly distrustful young people and skilled in creating learning curriculum that will enable the young person to develop the levels of social and emotional resilience they require.

5. There is little doubt that youth work like every other public service could make efficiency gains. Local authorities face significant and particular challenges in the delivery of their offer to young people. They are being forced to take tough decisions about the services they will provide in the future and in becoming more efficient and effective. It is tempting to assume that by simply separating the universal activity based offer to young people and supporting communities to deliver this, it will be possible to exclusively target resources and the time and skills of professional staff to the young people who need it most. However without an understanding of the relationship between the targeted and the universal, the needs of young people and their patterns of service use and the critical interface between prevention and universality this is likely to create real and costly problems in the future.

HOW SERVICES FOR YOUNG PEOPLE CAN MEET THE GOVERNMENT'S PRIORITIES FOR VOLUNTEERING, INCLUDING THE ROLE OF THE NATIONAL CITIZENS SERVICE

6. Youth work is essential to meet the coalition government's aspirations for young people. We know the contribution that youth work makes to young people—for many it's the pivotal moment that sets them on the path to success. Youth work is "at the heat" of enabling young people to play an active role in society. Youth work helps young people understand their role in communities and builds social capital. It encourages voluntary action, strengthens society, creates bridges between interest groups, and reduces destructive behaviours.

7. The National Citizen Service (NCS), a key element of the Big Society, its ambitions to provide a universal right of passage, an opportunity for social mixing and high quality social and personal development is laudable. It is consistent with the core purpose of youth work, where youth services help young people learn about themselves, others and society, through non-formal educational activities building social and personal development. However for many young people, particularly the most disadvantaged the critical elements will be the pathways that support them in to NCS and the support and provision which is available to them afterwards. Youth services have a key role to play in relation, not only to delivery but also access and follow on.

WHICH YOUNG PEOPLE ACCESS SERVICES, WHAT THEY WANT FROM THOSE SERVICES AND THEIR ROLE IN SHAPING PROVISION

8. Engaging young people themselves in making realistic decisions about the priorities for local service delivery is essential. It is clear that provision is improved if decision-makers involve young people in the decision making process. Ofsted inspections consistently show that that the highest performing youth services prioritise involving young people in decision-making, planning and evaluating services. However, some need help to engage young people particularly those that are hardest to reach.

9. As local authorities re-evaluate their priorities and role, they are reflecting on how they want to be engaged in service provision. Some councils will choose to continue to be involved in direct delivery whilst others will see themselves as enablers and commissioners, out sourcing delivery to mutuals, the voluntary and community

sectors, social enterprises and sometimes, the private sector. Understanding what constitutes effective commissioning, knowing how to build local capacity to engage in procurement processes, building quality and cost effectiveness, ensuring effective contract management and measuring returns on investment and the leveraging of resources from a wide range of sources, will all be key to councils in the delivery of their youth offer.

THE RELATIVE ROLES OF THE VOLUNTARY, COMMUNITY, STATUTORY AND PRIVATE SECTORS IN PROVIDING SERVICES FOR YOUNG PEOPLE

10. The Big Society represents an opportunity for the VCS. However a major concern is that the government's commitment to deficit reduction will undermine the very networks and groups that are most needed locally. The VCS is ideally placed to provide services for young people. Many adults and young people already volunteer in their spare time in roles such as sports coaches, drama group organisers, and scout and guide leaders—providing a huge range of activities for young people to develop skills and confidence. There are also many examples of young people taking the initiative and developing activities for themselves and their peers. Their active participation promotes a sense of belonging and commitment to their community and provides opportunities to develop many life skills, including how to be an active citizen.

11. But if communities are to flourish, more adults need, firstly, to be helped to identify where volunteering opportunities exist or can be developed and secondly, supported to be a volunteer and trained in essential skills and information such as safeguarding. By encouraging and supporting adults to volunteer, a greater range of activities can be provided. This has the added bonus of giving young people the chance to grow up with a positive experience of adults who value and support their development and provide them with good role models.

12. Community organisations bring a wide range of activities and benefits to local people. To be effective they often require well-managed, well-maintained premises from which to conduct their work. There is potential for community organisations to realise real gains for local communities by taking on the management and ownership of local assets. Well-managed transfer of ownership or management of community assets can be a win-win scenario for local councils and local communities. The NYA would like to see local authorities explore potential opportunities for asset transfer as part of a strategic approach to providing services and opportunities for children and young people.

13. At the heart of ensuring that all local bodies can play their role is a robust and open commissioning process. This allows a voluntary sector organisation, employee mutual or indeed social enterprise to participate. In some instances, particularly for smaller organisations, small grants are better and more efficient requiring less bureaucracy and a greater focus on delivery. Local authorities, with their in depth understanding of local needs are best placed to understand what is really needed and to commission services and support to meet these needs.

14. Moving forward there will be a key role for the private sector. Whether this is in the form of supporting infrastructure or indeed providing back room services for the VCS will be dependent on a variety of issues. It should be noted that O2's involvement in the youth sector has been a huge success. It's "Think Big Youth Programme", led by the NYA has now grown to form a coalition of 35 national partners since its launch in March, making it the broadest coalition of youth charities in the UK. The project has received the support of the government and was designed with advice from Paul Oginsky, youth policy adviser to the Prime Minister.

THE TRAINING AND WORKFORCE DEVELOPMENT NEEDS OF THE SECTOR

15. Youth work is a key component in delivering the Government's ambition for Big Society. Youth work is an unusual workforce in that it encompasses many thousands of volunteers through to highly qualified professionals. NYA is concerned that, whatever the type of provider or the type of workforce they deploy, they deliver high quality that really reflects and meets young people's needs. We believe that the overriding feature of quality youth work in the capacity and capability of the staff be they fulltime professionals, trained part timers or volunteers, who deliver it.

16. Qualified Youth Workers are community based professionals playing a key role in providing services for young people. Youth work is recognised as a vital and pivotal professional area within the young people's workforce and seen as a key priority, with strong reach into those communities of young people not in education, employment and training and others considered hard to reach.

17. Traditionally qualifying programmes in youth work, all of which are endorsed by the NYA's Education and Training Standards body, have attracted a wide range of non traditional entrants many of whom come through a youth work engagement themselves or whose own life experience enables them to have real empathy and understanding. There are real concerns that proposed changes in the funding of Higher Education, whereby additional funding to institutions to deliver youth work programmes will be removed, will disproportionately disadvantage youth work and youth workers already disadvantaged in the young people's workforce education, training and qualification arena. Further more the delicensing of LLUK the sector skills council for youth work and the removal of youth work funding from CWDC raises real concerns about the priority and funding of workforce development in the sector. We believe that what is needed is to:

18. Secure the professional identity of youth work through the implementation of appropriate and sustainable mechanisms and supported by a Code of Ethics.

19. Ensure continued financial and structural support for existing routes for vocational training and initial professional training within youth work, enhanced by the development of new pathways (for example, apprenticeships leading to professional qualifications) as part of a labour market plan.

20. Develop a strategy for initial and continuing development throughout the workforce which is fully resourced, proactively managed and monitored.

21. Develop a specific youth work workforce plan/strategy based on labour market information and future trends which ensures that there are sufficient and appropriately skilled youth workers to meet the needs of young people.

22. Resource and secure the mechanisms for the collection of data to inform labour market planning, building on existing and valued practices.

23. Much of this could be led by the profession and the sector itself supported by government and the local authority employer/commissioner base.

THE IMPACT OF PUBLIC SECTOR SPENDING CUTS ON FUNDING AND COMMISSIONING OF SERVICES, INCLUDING HOW AVAILABLE RESOURCES CAN BEST BE MAXIMISED, AND WHETHER PAYMENT BY RESULTS IS DESIRABLE AND ACHIEVABLE

24. Proposed severe local authority cuts in conjunction with the knock on impact to provision in the VCS will bring about devastation to the current landscape of provision and opportunities available to huge numbers of young people who most need intervention and support. We believe the withdrawal of funding by either central or local government for youth work would have detrimental social and economic impacts for decades to come.

25. A recent survey completed by more than 130 youth charities and 38 heads of youth services, revealed 95% of the heads of youth services confirmed that their budget has already reduced, while 82% of charities are being forced to cut youth projects because of funding shortages. Budgets for young people's services are expected to be hit further next year by cuts of up to 20%, according to more than 80% of local authority respondents. More than a third of charities expect reductions of between 10 and 20% next year, with one in five considering closing down completely.

26. Even before the recent comprehensive spending review there has been a huge disparity in spending on young people in local authorities. The NYA's own research found that the figures ranged from £56 per young person annually to £247. Such variation is at least partly the outcome of local decisions about priorities and levels of need. However, if early intervention services for young people, whose needs are not met by mainstream or specialist services in isolation, are not provided, the associated costs of later support are typically much higher.

27. There is a wealth of evidence to suggest that the financial consequences from not intervening early and targeting support is huge. In terms of anti-social behaviour alone for example, a young person in the criminal justice system costs the taxpayer over £200,000 by the age of 16, but one who is given support to stay out costs less than £50,000. Detached, street based youth work that reaches the most disadvantaged young people is incredibly cost effective. A project providing a full range of services and in contact with 125 young people a week, would cost £75,000 a year, or £16 for each contact. Research concluded that for disadvantaged neighbourhoods, "a systematic street-based youth service would cost a small fraction of the amount spent on other services targeted at this group". Other comparative costings include: £1,300 per person for an electronically monitored curfew order, and around £35,000 per year to keep a young person in a young offender institution.

28. However, we acknowledge that current financial constraints mean that funding of universal services may not be a priority, and that in turn communities are well placed to support a universal offer for their young people. However, targeted services which include a youth work offer are essential as they provide vulnerable young people with assistance from a range of sources and give them the chance to build positive futures. Funding is necessary to support targeted and preventive youth work interventions as volunteers and unqualified staff often do not have the skills or capacity to engage with young people with complex and multiple issues and behaviours.

29. We recognise a number of ways in which efficiencies could be achieved. These include a move away from buildings-based provision, with high administrative costs, to more targeted and detached work engaging with young people in their own environment. Politically this may be a difficult since many are wedded to the notion of places that provide alternatives to young people on the streets. One solution may be to explore supporting communities and young people themselves to take on buildings as social enterprises using their capital value to raise revenue, and seeking support in managing and developing them effectively with the support and expertise of local business. NYA is working with the Social Investment Business to explore not only the transfer of assets to communities but also capitalisation of those assets and how business can support them to be economically viable.

30. Stronger partnership working also leads to more effective services for young people. The creation of integrated youth support and development services has required youth services to work in partnership, and they are now an integral part of multi-agency approaches to delivering targeted services. Research carried out by CfBT Education Trust and the NYA into Integrated Youth Support Services found that the development of an IYSS had seen major improvements in access to information, advice and guidance, access to leisure time activities, improved targeted youth support services and improvements in young people's personal and social development.

31. We note from the recent announcement from children's minister Sarah Teather that a portion of the Early Intervention Grant will be used to reward positive performance. The NYA believes that payment by results is possible but in its crudest form this type of funding methodology may have the perverse impact of forcing smaller community and voluntary organisations out of business since they may not be able to afford to bankroll provision. Payment by results may work if in part it were supported by some form of social impact bonds and an agreement by a range of government departments and funders that cost savings achieved over a period from high end specialist services would be shared with the providers of youth work services to secure social investment. An example of this might be that a policing authority or the Ministry of Justice agree that cost savings would be passed on to a youth work organisation if their interventions resulted in drops in demand for funding associated with anti-social behaviour and young people's costly engagement in the criminal justice system.

HOW LOCAL GOVERNMENT STRUCTURES AND STATUTORY FRAMEWORKS IMPACT ON SERVICE PROVISION

32. The existing level of statutory protection has given service provision some level of protection. However, going forward this is unlikely to be the case. It is vital that any structural changes are done so to improve service provision rather than as an efficiency saving exercise and that all decisions remain under review.

33. At the local level, the primary focus for local authorities must be on assessing local need and capacity. They must have sufficient flexibility to be able to adjust to situations on the ground. Indeed recent case studies produced by the NYA and the Local Government Association illustrate how organisations and councils can work together to provide services. They highlight how the best councils demonstrate a willingness to innovate and to work with local partners in rethinking their local offer for young people.

34. Every community wants to ensure the best for its young people. The most effective communities create the right environment for them to play a positive part in community life and this includes having places to go and things to do. Local government support for communities to build their skills and confidence, in order that they in turn can provide opportunities for young people will be essential if the government's Big Society ambitions are to be met.

35. For those young people however, whose needs are so complex and urgent that they require interventions by skilled professionals. The key issue is not who employs these individuals it can be local authorities, the VCS or indeed the private sector, simply that they are deployed in the right settings with the right young people. They need to be supported to deliver high quality services in often challenging environments. They need professional support, supervision and access to continuing professional development. They also need to be stitched in to the broader youth offer, sharing data and information and making sure young people get the support they need.

HOW THE VALUE AND EFFECTIVENESS OF SERVICES SHOULD BE ASSESSED

36. Value and effectiveness relate to quality and as the delivery mechanisms for youth services become more diverse and fragmented maintaining quality will become more challenging. Quality services for young people do not just happen. They rely on a skilled workforce, an efficient performance management system, robust processes and checks, sufficient resources and decision making processes, built around young people. The NYA's package of quality assurance tools including the Quality Mark is a nationally recognised and validated process for assessing the quality of services which organisations and local authorities provide for young people, funded by the Local Government Association. Organisations such as Connexions, private sector providers, local authorities and large and small community and voluntary sector organisations have already gained national recognition by achieving our Quality Mark.

37. The Centre for Excellence and Outcomes in Children and Young People's Services provides a range of support to improve delivery of children's services, and ultimately outcomes for children and young people. C4EO validates examples of excellence in local practice, alongside research and data about "what works" providing a single centre of evidence, making it accessible to users in a "low cost-high impact" environment.

38. Adopting a Social Return on Investment methodology in order to ascertain the value of a service would also be worth exploring. There is an urgent need to develop a set of robust metrics which identify the costs savings in high end high cost services when effective youth work interventions are made in relation to a whole range of youth issues. The development of such metrics, already partially developed in by a range of bodies

would enable the investment of private sector finance as well as a more robust case to be made for ongoing public funding. NYA is working with the Social Investment Business to develop such approaches.

December 2010

Memorandum submitted by the Department for Education

GOVERNMENT STATEMENT TO THE EDUCATION SELECT COMMITTEE
INQUIRY INTO THE PROVISION OF SERVICES BEYOND THE SCHOOL/COLLEGE DAY FOR
YOUNG PEOPLE, PRIMARILY THOSE AGED 13–25

1. INTRODUCTION

1.1 Aspiration and achievement are the most important things for ensuring young people grow up to realise their full potential. We want all young people to have a sense of purpose. We also want them to have healthy relationships with each other and their communities and therefore to have a sense of belonging and responsibility and to feel they have a respected place in our society.

1.2 The Government's commitment to the participation of all 16–17 year olds in education and training, to raising the participation age to 18 by 2015, and to funding fully training for young people without a first full level 2 or 3 qualification up to the age of 24 will ensure that every young person has the chance to learn, achieve and progress. The Government is determined to close the gap in attainment and outcomes between the majority of young people who are achieving and progressing well towards adulthood, and a minority who are not.

1.3 The reforms in our Schools White Paper will give schools more freedoms to do what they know will work for their pupils, and our Fairness Premium will provide additional funding and support to address underachievement by disadvantaged children and young people. It is also essential that services for young people work with schools and colleges to intervene early to address effectively problematic behaviours such as risky sexual activity, substance misuse and youth crime. We are creating a stronger focus on effectively-targeted evidence-based interventions with children, young people and families through the Early Intervention Grant.

1.4 Young people's personal and social development has a significant impact on their achievement—this includes social, communication and team working skills; the ability to learn from experience, control behaviours and make good choices; and the self-esteem, resilience and motivation to persist towards goals and overcome setbacks. These are qualities and skills employers value, and when young people acquire them early it supports their educational attainment and reduces the likelihood of risky behaviours and the harm that can result from them. Likewise, young people with poor physical or emotional health are at greater risk of lower levels of educational attainment and of failing to achieve their full potential.

1.5 For the majority of young people, these qualities are developed through family, schools and the community. But for some young people, typically those already at risk of under-achievement, extra support is needed for them and their families if they are to have the same opportunities for personal and social development as other young people. The Government is removing ring-fencing so that local authorities have maximum discretion in how to use public funds to support young people. The Government wants all young people to have the opportunity to be part of organised community-led activities, and as a focal point in their transition to adulthood our ambition is that National Citizen Service will give all 16 year olds a shared opportunity for personal and social development and community service and engagement.

1.6 The Department for Education is working with other Departments, with local authorities, with voluntary and private partners, and with young people's organisations to develop a new framework for understanding the role that services should play for young people. In the context of the Government's wider plans for public service reform, we believe the key principles for the future should be:

- A more positive place and active role for young people in society;
- A stronger focus for public funding on evidence-based targeted intervention with greater flexibility and responsibility for local areas to prioritise and allocate funding according to local need;
- A more contestable market for publicly-funded services with a greater role for voluntary and community organisations and a stronger focus on results; and
- A greater sense of responsibility in communities, including business communities, for the engagement and wellbeing of their young people.

1.7 The Government welcomes this inquiry as a means to explore these issues further. This statement responds directly to the eight questions raised by the Select Committee. It assumes throughout that "services for young people" includes both "formal" services funded by Government, local authorities and other public bodies, as well as the wide range of voluntary and community organisations, many run by dedicated and skilled volunteers, that provide young people with opportunities, activities and support often independent of public funding.

2. THE RELATIONSHIP BETWEEN UNIVERSAL AND TARGETED SERVICES FOR YOUNG PEOPLE

2.1 The Spending Review signalled a radical power shift between central and local government. We are reducing the number of centrally prescribed grants for services for young people and giving local authorities the flexibility to allocate resources and work with young people to design services around local needs.

2.2 While the nature and mix of provision is a matter for local discretion, we believe that all areas will benefit from a strong relationship between different types of services. In addition to signposting or referring young people from universal settings into targeted and specialist support, this will support moves back into less intensive provision.

Universal services

2.3 The Government is committed to the participation of all 16 and 17 year olds in education and training, to raising the participation age to 18 by 2015, and to funding fully training for young people without a first full level 2 or 3 qualification up to the age of 24. This will help to ensure that all young people have the qualities, skills and qualifications they need to succeed and that we have the skilled workforce we need to compete globally.

2.4 The recent Schools White Paper¹ makes clear that good schools play a vital role as promoters of health and wellbeing in the local community. They create an ethos focused on achievement for all, where additional support is offered early to those who need it, and where the right connections are made to health, social care and other professionals who can help pupils overcome whatever barriers to learning are in their way. Schools may draw on the expertise of local children's services, the local NHS and Public Health England, but they will be the best judge of how to meet the needs of their pupils.

2.5 Schools remain an important source of extra-curricular positive activities for the majority of young people, particularly those from low-income families. For example, schools may wish to continue to use some of their funding to support extended services. Funding that has been provided for extended service through the DfE Standards Fund will in 2011–15 form part of the overall schools revenue baseline but it will be no longer earmarked for extended services. Mainstreaming this funding will give schools greater flexibility to use it as they think best to support their pupils.

2.6 Further Education Colleges, often working with local health services, police, and community groups, also provide a full programme of tutorial support and enrichment activities for those on full time courses typically including artistic, cultural, sporting and volunteering activities. Where colleges choose to extend tutorial and enrichment programmes to over 18 year olds, these are particularly valuable for young adults who may have experienced an interruption to their education and/or have been NEET for a period, ensuring that they get the full support they need to complete their transition to adulthood.

2.7 As the primary universal service, in addition to supporting personal and social development, schools and colleges have a particular role to play in raising awareness of the risks of certain behaviours—for example carrying knives, consuming drugs or alcohol, risky sexual activity, or running away from home, and promoting the benefits of other behaviours—for example healthier life styles or participation in organised group activities.

2.8 Open access services such as youth clubs and youth centres can play an important role in providing young people with safe places for leisure as well as opportunities for personal and social development and involvement in the community. They are a non-stigmatising setting in which to identify young people who need more intensive or specialist support.² The Department for Education is committed to a number of significant capital projects funded through the myplace programme that will increase significantly the quality of local services outside of school or college for young people in some of the country's most disadvantaged areas.

2.9 Evidence suggests that early identification remains a challenge for universal services and too often young people are identified only once they display higher levels of need.³ Some research indicates that staff working in universal services need a better understanding of their role in promotion, prevention and early intervention; training to improve their skills; and a better knowledge of the systems for accessing specialist support.⁴

2.10 Local decision-makers will also want to be conscious of the opportunities for co-locating specialist provision within places that young people already access. While some research suggests that young people may feel that the co-location of recreational activities and problem-focused services are contradictory,⁵ other evidence shows that co-location can lead to greater take up and effectiveness. This way of working is reflected in the Government's ambition for a co-ordinated community approach to the physical and mental health needs of young people as an integral part of the creation of Public Health England.⁶

2.11 Through the Spending Review, in addition to DfE funding via the Early Intervention Grant, the Government has committed funding for a number of other services for young people outside of school or college, in particular:

- The National Citizen Service, funded by OCS, which over time will give all 16 year olds a challenging and rewarding personal and social development experience in which they can learn from others from different backgrounds, contribute actively to their communities, and celebrate their transition towards adulthood;

- Support, funded by DWP, for young people who are out of work, to help them to find a job. This includes access to job search support, employment-focused training opportunities and work experience, as well as help to find a volunteering placement. Young people will also be prioritised for access to the new Work Programme which offers tailored, personalised support to make the transition into sustainable employment; and
- General cultural and sporting provision supported by DCMS and its arms length bodies, much of which is available and accessible to young people.

Targeted services

2.12 Targeted and specialist services have an important and specific role to play in combating disadvantage and preventing and addressing negative outcomes such as non-participation in education, employment or training; involvement in crime or anti-social behaviour; poor mental health; poverty; substance misuse, obesity; or teenage pregnancy.

2.13 Early intervention is central to the Government's commitment to unlock social mobility, tackle child poverty, and break the cycle of health inequalities by reducing the chance that disadvantages experienced by one generation are passed on to the next. Graham Allen's review of early intervention is looking at ways to promote evidence-based approaches to intervening early in the lives and families of children and young people to address problems before they become entrenched and result in long term damage. This means both investing in the early years and continuing to intervene early if and when things go wrong in the teenage years since some negative behaviours or outcomes precipitate from later events and cannot be predicted by prior risk factors.

2.14 Evidence shows that there is significant overlap in the risk factors that drive negative outcome—for example 15% of young people aged 16–18 not in education, employment or training are teenage mothers. In total, around 7% of young people experience three or more risk factors.⁷

2.15 Effective targeted services are those that intervene early through an intensive wrap-around approach to address the underlying causes of multiple inter-related problematic behaviours. Evidence shows that key workers and lead professionals play a vital role in co-ordinating interventions, increasing young people's access to a wide range of services, reducing the duplication of resources, and mitigating the risk that young people around the age of 18 fall into the gap between children's and adult services.⁸

2.16 Young people, particularly those experiencing or at risk of significant negative outcomes, need positive role models. Social mixing can help young people develop positive peer relationships, and it is important that young people also develop good relationships with adults that they trust—including through mentoring arrangements with adults in the community.

2.17 As parents and families are the single most important influence in the lives of young people, family services and intervention are significant in preventing and addressing poor youth outcomes. This includes both helping parents support their teenagers (good parenting supports both attainment and wider personal and social development), and addressing parents' own negative outcomes that impact on young people (evidence shows that children of parents who have drug and alcohol problems, poor mental health or are involved in offending or domestic violence are at a high risk of future problems).⁹

2.18 A growing body of research has shown that family or parent training can result in measurable reductions in youth crime, antisocial and delinquent behaviour, child maltreatment, underachievement at school, and child and adolescent mental health problems.¹⁰ It also shows that intensive family interventions and parenting programmes can reduce risk factors in families, improve outcomes for children and young people, and reduce the burden of cost these families place on local services and wider society.¹¹

2.19 In recent years, too much central prescription and too many centrally controlled funding streams have limited the efficiency, creativity and innovation with which local areas can respond to the needs of these most vulnerable young people. The Government is giving local authorities greater responsibility and flexibility by reducing significantly the number of ring fenced grants. In particular, all of the Department for Education's funding for early intervention is being consolidated within a single non-ring fenced grant to local authorities—the Early Intervention Grant. This grant will provide funding for a range of services including services young people. See Section 7 for further details.

3. HOW SERVICES FOR YOUNG PEOPLE CAN MEET THE GOVERNMENT'S PRIORITIES FOR VOLUNTEERING, INCLUDING THE ROLE OF NATIONAL CITIZEN SERVICE

3.1 A Big Society is one in which all individuals and organisations think about the contribution they can make—including through volunteering.

3.2 The Government wants to see more adults volunteering to work with young people in their communities as role models and trusted mentors, and is committed to breaking down barriers to volunteering and other forms of social action.

3.3 The Government recently announced its Work Together initiative to signpost and encourage unemployed people to take up volunteering while they look for work; and a Giving Green Paper will shortly set out proposals for further boosting volunteering.

3.4 Volunteering by young people helps to build up trust and understanding between the generations in the community and gives young people the opportunity to develop qualities and skills that will prepare them for life and work—this is particularly true for those young people who have left education and are yet to find employment. Young people’s positive behaviour, whether through formal volunteering or otherwise, also has an important impact on the behaviour of their peers.

3.5 A specific and significant way in which the Government wants young people to continue to volunteer is in roles that help shape public policy and improve the quality of services for young people—this is discussed further in Section 4.

3.6 Services for young people outside of school or college play a significant role in motivating young people and helping them find opportunities for their active citizenship. Organised group activities provide young people with the structure from within which to organise volunteering opportunities that benefit the wider community and with opportunities to take responsibility and leadership—which can lead to ongoing voluntary work. For example 26% of Cadets plan to stay in the cadets as an adult volunteer.¹²

3.7 National Citizen Service (NCS) will bring 16 year olds from different backgrounds together in a residential and home-based programme of activity and voluntary service. The Government has committed to work with a range of providers to enable over 10,000 young people in England to take part in NCS pilots in 2011, expanding to 30,000 places in 2012. The Government hopes that many adults and older young people will take the opportunity to volunteer as mentors and support staff for NCS programmes. We also anticipate that schools will wish to play a positive role in supporting young people to take up National Citizen Service.

3.8 In addition, from April 2011, the Government will:

- Ensure around 5,000 Community Organisers are trained over the lifetime of this Parliament to act as a catalyst for more social action, supporting all parts of the community and all age groups, including young volunteers;
- Review CRB checks and vetting and barring to remove some of the barriers to volunteering, both for young volunteers and for individuals and organisations working with young volunteers;
- Provide funding for Volunteering Social Action Infrastructure (previously v involved)—locally-based teams to encourage people to engage in social action; and
- Provide funding for Volunteering Match Fund (v-match)—which encourages the private sector to fund volunteering projects, with a match funding incentive.

4. WHICH YOUNG PEOPLE ACCESS SERVICES, WHAT THEY WANT FROM THOSE SERVICES AND THEIR ROLE IN SHAPING PROVISION

Which young people access services

4.1 There are a wide range of different services for young people, and the fact that it is often the same young people who experience multiple issues means that it often the same young people who access different services. The Government’s commitment to reducing radically the number ring fenced grants and centrally controlled programmes will give local areas the responsibility and flexibility they need to design and deliver more efficient and effective services.

4.2 Evidence shows that young people who undertake more personal and social development activities engage in fewer risky behaviours and have higher attainment, while participation in unstructured socialising activities is associated with greater exposure to risky behaviours. The young people most likely to engage in such unstructured social activities are white young people, those with negative school attitudes, and those living in less cohesive families.¹³ Those who would benefit most from participation are therefore often the least likely to participate.

4.3 Open access provision, as discussed in Section 2 can extend the opportunity of participation to any young person, but a more pro-active targeted outreach based approach may be necessary to engage the most vulnerable young people.¹⁴ It can be a challenge to identify and target effectively those who would most benefit from specialist provision. Too often young people only access services at crisis point or are only identified and engaged once they display higher levels of need.

4.4 The trends and patterns in young people’s access to services is driven to a large degree by the real and perceived barriers that young people face in accessing those services. Barriers can be physical—eg transport, cost, or availability including opening times; or attitudinal or motivational—eg the motivation to prioritise the time or money to access the service, the perceived quality of service, concern over the participation or not of others in the service, or issues of territorialism.

4.5 Evidence suggests that:

- transport and availability are often a particular barrier for young people in rural areas;¹⁵
- cost is naturally more likely to be a barrier for low income families;¹⁶
- a lack of time is a particular barrier for young carers, including those from large or disadvantaged families who are expected to help care for younger siblings;¹⁷

- a lack of suitable activities can often be an issue for young people with SEN whilst a lack of suitable facilities and/or appropriately trained staff can be a barrier for young people with physical disabilities;¹⁸ and
- attitudinal barriers are likely to be strongest amongst young people lacking in confidence and with low aspirations.¹⁹

What young people want from services

4.6 The centralised and prescriptive approach of recent years has not changed the fact that young people still want more and better places to spend their leisure time and get involved in worthwhile organised group activities. Young people too often do not like what is provided for them, and don't think it is made available at the right times. They want high quality services that afford them the same respect as individuals as the adult services or commercial provision they see around them.

4.7 Evidence of which the government is aware suggests that:

- Young people want to feel a sense of ownership.²⁰ This is an important factor in overcoming attitudinal barriers to access, enabling young people to engage with others on equal terms, and in the shared learning experience gained through organised group activities. Research²¹ shows that out of school services are therefore important, particularly for older young people, who often do not join school clubs—preferring instead groups unconnected to schools that offer a greater perceived level of “authenticity in the adult world”. Neutral venues also help to avoid territorialism and certain activities becoming associated with certain subcultures, thereby enabling all young people to develop a sense of ownership.
- Young people want easy access to advice and support from within places they already go. For example, around 30% of secondary schools and 75% of FE colleges provide a health advice service on-site which as well as enabling young people to address any health or relationship concerns that they have early, it also means that they do not have to take time out from school or college to attend medical appointments at their GP practice or at a community clinic. Nevertheless, a significant minority of pupils think their school should provide extra support on smoking (26%), drugs (22%), drinking (21%) and sexual health/teenage pregnancy (19%).²²
- Young people want and need continuity between the age of 13 and 25. Transition from youth to adult services is therefore a key issue for young people. Research has shown that young people are broadly consistent in their needs to between the ages of 16 and their early 20s. Yet provision of a range of services, including mental health and criminal justice, particularly for vulnerable young people, stop abruptly after the age of 18. It is important for services to be provided based on needs rather than age, and for youth and adult services to join up the provision that they offer. For example, by reducing the numbers of assessments that young people undergo, and ensuring that information from assessments is shared between youth and adult services are shared wherever possible.
- Young people have clear views about what effective services look like. The key characteristics are:
 - A holistic approach**—seeing young people as individuals and addressing their needs in an integrated way not treating specific needs in isolation;
 - Accessibility**—age appropriate services located in convenient places, with single points of entry and good information and advice available via a range of media;
 - Availability**—at times that suit young people, when the need first arises not when things reach crisis point and with follow up after the initial contact;
 - Trust**—the opportunity to build a trusting and ongoing confidential relationship with an adult who is aware of the issues young people face, knows how to listen and communicate with them, and how to deal with issues sensitively; and
 - Involvement**—valuing young people for the insight and experience they bring and giving them responsibility and influence in decisions that affect them.

Young people's role in shaping provision

4.8 Giving young people influence in local decision-making about services is vital. Young people want services that listen and respond to their views. Greater ownership leads to greater participation—improving provision and making it more attractive and accessible to young people.

4.9 There has been real progress in recent years in giving young people greater influence over provision. At both local and national level young people have taken up roles as members of boards, forums and parliaments, and as grant givers, youth mayors, young advisors and young inspectors. However, too often those young people most in need of services are not involved in shaping it, and youth empowerment has been limited to giving young people control over centrally prescribed funding streams such as the Youth Opportunity and Capital Funds, rather than involving them as a partner in mainstream funding decisions.

4.10 The Government is committed to ensuring that all citizens, including young people, have the power to influence how their communities develop and grow. This means local areas giving young people genuine and wide ranging influence, including where appropriate through full participatory budgeting to give young people a direct say in how part of a funding is spent.

4.11 This cannot be achieved through central prescription—we are giving local areas greater flexibility and supporting them through our commitment to greater transparency in information about how decisions are made and money is spent by public services; to new rights for communities to challenge to take over the running of local services or the ownership of assets that matter to them (see Section 8); to creating the right conditions for dynamic social enterprises to flourish; and to the removal of red tape that gets in the way of good ideas and rapid progress. Local HealthWatch, part of the NHS reforms, provides a new opportunity for young people to be actively involved in shaping the commissioning of services in their area.

4.12 We will also support local areas by identifying and promoting good practice. For example, the Government supports the *You're Welcome* quality criteria for young people friendly health services' which are recommended by 81% of commissioners, and are designed to make health services young people friendly. The criteria have led to the involvement of young people in the planning, design, evaluation and review of services. Young people's involvement in this way is important to mitigate the particular risk that young people fall into the gap between children's and adult health services with neither always meeting young people's needs in areas such as confidentiality, privacy and communication.

5. THE RELATIVE ROLES OF THE VOLUNTARY, COMMUNITY, STATUTORY AND PRIVATE SECTORS IN PROVIDING SERVICES FOR YOUNG PEOPLE

The role of the voluntary and community sector

5.1 The people and communities of our country have a long and deep commitment to social action and young people. Starting with the development of the Scouts, it was pioneers in this country that revolutionised the way in which communities around the world still provide opportunities for their young people today.

5.2 A large and diverse range of voluntary and community organisations continue to work, often independently of public funding, to provide opportunities, activities and support to young people. Rooted in their communities these organisations are often well placed to understand local needs, gain young people's trust, ensure young people's voices are heard in decision making, draw on the good will of local volunteers, and leverage in funding from individuals, businesses and social funders.

5.3 Voluntary and community organisations provide a significant proportion of services to young people, including a significant contribution to the provision of a rich and varied menu of before and after-school activities. They often create less of a distinction than many state funded services between young people and young adults and are well placed to support young people as they transition to adulthood.

5.4 The voluntary and community sector receives money directly from Government and its arms length bodies, from local authorities and from services commissioned by schools. But a lack of contestability and understanding of the sector in local commissioning and organisations' lack of scale or capacity to participate in competitive commissioning processes where they exist, has meant that the voluntary and community sector has too often had to rely on access to only small peripheral pots of grant funding that have not provided funders with sufficient reassurance of the effectiveness or impact of the services delivered.

5.5 Recent experience shows that effective capacity building support can enable voluntary and community organisations to play a more significant role in local services for young people.²³ The benefit of such support can include:

- improved governance structures and practices;
- improved business planning, financial planning and financial reporting;
- improved marketing and public relations, including with funders; and
- improved commissioning readiness, including the recruitment of specialist business development staff, and improved data collection to evidence outcomes achieved.

5.6 The Government is committed to opening up local markets to enable the voluntary and community sector to become more involved in delivering key services for young people. Our reforms, detailed further in Section 8, will ensure that local authorities commission more services from the sector and that we move increasingly towards a situation in which, subject to their statutory duties, local authorities and other public agencies develop contestable markets for all their services for young people.

5.7 Voluntary and community organisations also need better access to capital to invest in their long term growth. The Government has ambitious plans to establish a Big Society Bank to help social enterprises, charities and voluntary organisations to access more resources and to play a bigger role in creating the Big

Society. The bank will be funded using all available money from dormant accounts in England and will work with social investment intermediaries to grow the social investment market, encouraging mainstream investors to invest in social change, and broadening the finance options open to the voluntary and community sector.

5.8 We will include among the bank's high level objectives a mandate to give a priority to supporting the development of community-led, social enterprise initiatives to improve opportunities for young people. However as an independent, wholesale organisation, the bank will be free to make its own investment decisions based on the quality of opportunities presented by the market.

5.9 The Government is also working with partners in the voluntary, community and social enterprise sectors to promote the wider use of innovative ways of increasing social and community investment, including the issue of community shares by community enterprises, the piloting of social impact bonds to attract social investment in preventative interventions, and the expansion of community ownership of physical assets which can be used to generate income and underpin debt finance.

5.10 The Government announced recently a £100 million Transition Fund, to help those voluntary and community sector organisations that have experienced significant reductions in their income as a result of spending cuts. The BIG Lottery Fund has been selected to run the Fund and details of the application criteria will be announced in due course.

5.11 The Department for Education has also recently published a "National prospectus" setting out its plans for awarding grant funding directly to the voluntary and community sector for activities with children, young people, parents and families which have national significance. This includes both the possibility of additional grant funding for business transformation work to help organisations move towards financial self sufficiency, and a strategic partner programme to drive transformational change across the sector. DfE expects to appoint a strategic partner focused on young people's services that will help to build the capacity of youth sector voluntary and community organisations so that they are more innovative and entrepreneurial and are better placed to meet the emerging demands of commissioners.

The role of the statutory sector

5.12 In the Big Society, the role of the state in services for young people should be to stimulate rather than limit social action by individuals, communities, and the voluntary and private sectors. As strategic commissioners, public bodies should facilitate the development of contestable markets, the growth of cross-sector partnerships, and the involvement of a wide range of bodies in needs analysis and commissioning.

5.13 State funding for young people will be most closely associated with supporting those most vulnerable to negative outcomes—increasingly through preventative and early interventions. Greater levels of volunteering and co-funding will mean that public funding goes further. A smaller state will mean minimal central prescription; communities enabled to define priorities and make funding decisions; and young people able to influence all decisions that affect them.

The role of the private sector

5.14 The commercial leisure industry provides a diverse and significant range of activities and opportunities to young people outside of school. The private sector also has a commercial interest in bidding for and delivering public funded services for young people. The Government welcomes this interest and expects greater contestability to provide an increasing opportunity and role for the private sector in these markets.

5.15 A number of private sector organisations and philanthropic individuals are also already taking significant social action to support young people. At both national and local level an increasing number of private funders and businesses recognise the opportunity and need to invest in young people to engage them positively in their communities, and to help them develop the skills and qualities they need for their education, their future employment, and their overall transition to adult life. The Government is aware of a number of excellent partnerships between the private and voluntary sectors in which the private sector contribute not only financial resources but visionary leadership, management discipline and expertise, and in a number of cases access to significant numbers of volunteers through their workforces.

5.16 The Government warmly welcomes this approach and is keen to ensure that greater collaboration across the public, private and voluntary sectors leads to the better coordination of resources and greater overall impact on young people's outcomes.

6. THE TRAINING AND WORKFORCE DEVELOPMENT NEEDS OF THE SECTOR

6.1 The youth sector is made up of a large number of voluntary, community, statutory and private sector organisations staffed by a wide range of professionals and volunteers with very diverse backgrounds and skills. Estimates²⁴ suggest that the youth workforce as a whole comprises approximately six million people, of which approximately 5.2 million are volunteers. The Government recognises the significant contribution of volunteers, and, as set out in Section 3, wants to see even more adults volunteering to work with young people as part of our vision for a Big Society.

6.2 The young people's workforce needs a distinct set of skills and knowledge to engage young people, to facilitate their personal and social development, and to deliver effective interventions. Recent work²⁵ highlighted that while the specialised skills and knowledge required differ widely depending on the particular role of the individual, the common skills needed by all professionals working with young people include:

- Effective communication and engagement with children, young people and families;
- An understanding of child and young person development;
- The ability to support transitions between services or at different life stages;
- Safeguarding and promoting the welfare of the child or young person;
- Multi-agency and integrated working to provide services that meet the needs of children, young people, and their parents or carers; and
- Information sharing between services.

6.3 The Government believes that the development and recruitment of both professionals and volunteers is best addressed by professionals themselves and their employers. We intend to reduce central intervention where we believe it is more appropriate to fund and determine activity locally. The Government also believes that the NDPB model is not the most efficient and accountable way of delivering the functions that need to be led at national level, and has decided to withdraw NDPB status from CWDC, withdraw DfE funding from the organisation, and bring key ongoing functions into the Department.

6.4 The current programme of development for the young people's workforce provides the environment and infrastructure for the workforce to develop and work together effectively. It is for the sector and employers to build on the outcomes of the programme and to manage their own workforce development programme to meet local needs.

6.5 The Department for Education has recently published its intention to appoint a strategic partner in the voluntary and community youth sector. A key function will be for them to support front line professionals in voluntary and community organisations to develop the knowledge, skills and confidence that they need to identify and support effectively young people at risk of poor outcomes, such as teenage pregnancy, youth crime, substance misuse and poor emotional health & well-being.

6.6 The Government will be working with National Citizen Service pilot providers and other stakeholders to identify and tackle specific workforce development challenges for the implementation of NCS. We will seek to encourage private sector volunteering and the utilisation of NCS alumni in future years to act as staff and mentors on NCS schemes.

6.7 The Department of Health commissioned the Royal College of Paediatrics and Child Health to develop the Adolescent Health E-learning Project which provides high quality online training modules to support the workforce to deliver better health outcomes for young people by improving access to preventative healthcare. The training ensures that clinical staff (doctors, nurses and other health professionals) and non-clinical staff (eg youth workers) have the latest information and skills to work with young people and respect confidentiality.

7. THE IMPACT OF PUBLIC SECTOR SPENDING CUTS ON FUNDING AND COMMISSIONING OF SERVICES, INCLUDING HOW AVAILABLE RESOURCES CAN BEST BE MAXIMISED, AND WHETHER PAYMENT BY RESULTS IS DESIRABLE AND ACHIEVABLE

Future public spending on services for young people

7.1 The Spending Review confirmed that over the next four years there will be a reduction in Government funding for services for young people. To help local authorities balance their priorities, the Spending Review also announced a radical power shift between central and local government that will ensure local communities have a greater say in the issues that affect them. The Government is giving local authorities greater responsibility and flexibility by reducing radically the number of ring fenced grants and ending a range of centrally directed programmes.

7.2 The Department for Education is applying this approach fully to its funding for services for young people—to address the situation of recent years in which a large number of centrally prescribed programmes have caused services to become highly fragmented. We are abolishing specific services and programmes for young people, including Connexions and the Positive Activities for Young People programme, and bringing all DfE funding for targeted support for vulnerable young people together, as part of the non-ring fenced Early Intervention Grant which will be worth around £2 billion by the end of the spending review period. This will give local authorities working closely with health, police and other partners the flexibility they need to respond to the needs of young people.

The impact of future public spending on the funding and commissioning of services

7.3 The Government recognises that it takes strong leadership to choose to invest in early intervention at a time when all budgets are under pressure. The creation of the Early Intervention Grant will support local leaders to make that choice and prioritise local resources towards much needed services for young people, children and families.

7.4 While the creation of an all-age careers service means that local authorities will no longer be expected to provide careers guidance, they will still be responsible for providing support for young people aged 13–19, and up to age 25 if they have learning difficulties or disabilities, to encourage and enable them to participate in education or training. The Government will not require local authorities to use the Connexions brand.

7.5 While the voluntary sector cannot be immune from reductions in public expenditure, the Spending Review announced that Government (through OCS) will direct at least £470 million over the spending review period to support capacity building in the sector, including an endowment fund to assist local voluntary and community organisations. As part of this, the Government will provide funds to pilot the National Citizen Service and establish a Transition Fund of £100 million to provide short term support for voluntary sector organisations providing public services. In addition, the Department for Education has recently published details of a new grant fund for voluntary sector organisations working with children, young people and families; and in time, the sector will also be able to access funding from intermediaries funded by the Big Society Bank, which will bring in private sector funding in addition to receiving all funding available to England from dormant accounts.

Maximising the impact of available resources

7.6 To maximise the impact of funding we want to stimulate a fundamental shift in the role of local authorities in services for young people to enable a radical re-engineering of provision so more is delivered by voluntary and community organisations, greater private sector involvement leads to greater leverage for public funding, and local authorities themselves become strategic commissioners rather than default providers of services with a greater emphasis on value for money and the effectiveness and impact of funded services.

7.7 The Early Intervention Grant will incentivise more effective targeting of resources on those young people that most need support. It will also create a stronger incentive to address issues before they escalate—and in so doing ensure that available resources are used for maximum impact. Failing to invest in early intervention risks storing up significant costs for the public purse in the future. For example, research suggests that the average additional public finance cost to the Exchequer per young person not in education, employment or training (NEET) at age 16–18 is around £56,000 over their lifetime, compared to an average young person who is not NEET.²⁶ The Independent Commission on youth crime and anti-social behaviour also estimated that £94 million could be saved annually by intervening early with just one in ten young offenders.

7.8 The identification, dissemination and adoption of effective practice are central to maximising the impact of available resources. To support the Early Intervention Grant we will create a stronger focus on identifying effective and cost-effective evidence-based interventions.

7.9 The Department for Education is already working with the Local Government Group Place Based Productivity Programme to identify existing good practice to help Local Authorities to make good commissioning decisions throughout their Children's Services. The independent review of Early Intervention led by Graham Allen will consider models of best practice around early intervention and how such models could best be disseminated and supported as well as how early intervention could be supported through innovative funding models, including non-Government funding. The Review will report by end January 2011 on the first area and provide an interim report on the second. A final report on funding models will be produced by May 2011.

Payment by results

7.10 The Department for Education is committed to introducing an element of Payment by Results (PBR) to the Early Intervention Grant. The Department for Education is considering approaches for a consistent PBR mechanism which can be applied across the whole to encourage Local Authorities to focus on what works best in their area. DfE is considering carefully what kind of financial incentive model might be appropriate to increase the focus on desired outcomes and working with other government departments to align approaches for example with the Department of Health proposed Health Premium. Further announcements will be made in due course.

7.11 New funding arrangements for youth justice services will also incentivise local authorities to find innovative ways to reduce the number of young people who commit crime, particularly by those who may end up in custody.

7.12 The Government is also taking a keen interest in the development of Social Impact Bonds and exploring with stakeholders areas of policy in which they may be appropriate. It is clear however, that they offer most benefit in circumstances in which outcomes are clearly measurable and attributable.

8. HOW LOCAL GOVERNMENT STRUCTURES AND STATUTORY FRAMEWORKS IMPACT ON SERVICE PROVISION

8.1 The Spending Review was underpinned by a radical programme of public service reform that will change the way services are delivered by redistributing power away from central government and enabling sustainable, long term improvements. The Government cannot tackle the challenges ahead on its own. Increasing the diversity of provision will help share that responsibility across society, and drive innovation and efficiency by

increasing competition and consumer choice. The Government expects these reforms to have a significant impact on way in which services for young people are provided.

8.2 The Government is in the process of reviewing all statutory duties and frameworks to remove unnecessary burdens on local authorities and ensure they have the responsibility and flexibility to respond appropriately to local needs.

The future of children's trusts

8.3 The Government is committed to partnership working to improve the lives of children, young people and families, and expects local authorities to continue to lead partnership arrangements which make sense for local people and services.

8.4 However, we also believe that it is not the role of central government to prescribe or monitor how local areas do this. We believe that local professionals, working together with families, should decide what works best in meeting children's needs. We are therefore removing unnecessary legislation and the needless obligations that have been imposed on local authorities and their partners that hamper creativity and stifle innovation.

8.5 From 31 October 2010, Statutory Children's Trust guidance was withdrawn and Children and Young People's Plan regulations, which were unnecessarily prescriptive, were revoked. This means that Children's Trust Boards are no longer required to produce a Children and Young People's Plan.

8.6 The forthcoming Education Bill will (subject to Parliamentary approval) remove the duty on schools, non-maintained special schools, Academies and FE colleges to co-operate through Children's Trusts. This will mean that schools and colleges that want to will be able to co-operate with local partners because they decide that this will support their focus on raising standards.

8.7 To provide even greater freedom and more local flexibility, the Coalition Government intends, subject to Parliamentary approval, to remove the requirement for local areas to have a Children's Trust Board and for Job Centre Plus to be a "relevant partner" under a formal "duty to co-operate".

The Localism Bill

8.8 The Localism Bill is a key means of taking forward the Government's plans for localism in order to help create the Big Society. The Bill is seeking to decentralise power to councils and neighbourhoods and to maintain the role of the voluntary and community sector at a time when public spending is being cut. Subject to parliamentary approval, the Bill will:

- introduce new powers to give communities the "right to challenge" to take over local services;
- give communities new powers to help them save local facilities threatened with closure by giving them the initiative to identify assets of community value and time to bid for them on the open market if they come up for sale; and
- introduce local referendums which will give the local electorate the power to influence local decision making processes—elected local representatives' ability to request, on behalf of young people in their local area, that a council holds a local referendum, will give young people a voice on any local issue important to them.

The Public Service Reform White Paper

8.9 The Government will look to set proportions of specific services that should be delivered by non-state providers including voluntary groups and for public service workers to form cooperatives. We will consider carefully how these measures should apply to services for young people. We are consulting on these and other reforms through the Commissioning Green Paper,²⁷ and will publish a White Paper early next year to tackle barriers and enable change.

The Public Health White Paper

8.10 The Public Health White Paper proposes a radical vision for public health, shifting power to local government and local communities to improve the health and well being of their population, supported by a new integrated public health service—Public Health England. Directors of Public Health, located in local authorities, will be the strategic leaders for public health and health inequalities with a ring fenced public health budget. Public Health England is expected to contribute the information, advice and support to help strengthen young people's ability to take control of their lives, boost their self-esteem, and make informed and healthy choices. This will include issues such as alcohol and drugs, teenage pregnancy/sexual health and mental health.

8.11 Local Authorities, including Directors of Public Health, and GP consortia, will each have an equal and explicit obligation to prepare a Joint Strategic Needs Assessment (JSNA) through the arrangements made by the proposed Health and Wellbeing Board. The Health and Wellbeing Board will be able to establish a shared local view about the needs of the community and to support joint commissioning of NHS, social care and

public health services to meet the needs of the whole local population effectively. In the context of the JSNA, public health funding, alongside the Early Intervention Grant will allow areas to develop a local approach that responds to the needs, age and vulnerability of young people.

9. HOW THE VALUE AND EFFECTIVENESS OF SERVICES SHOULD BE ASSESSED

9.1 The Government is ending the era of top-down performance management and giving new powers to local authorities to work for their communities, accountable to local people rather than central Government.

9.2 The Government has put local areas fully in control of their Local Area Agreements, enabling local authorities and their partners to amend or drop any of the current 4,700 LAA targets without needing Ministerial agreement. Where they choose to keep the targets, central Government will have no role in monitoring them. Local authorities will not be required to prepare an LAA from April 2011, once the current agreements expire. The Government has also announced the replacement of the National Indicator Set with a single, comprehensive, transparent and slimmed down list of all the data local authorities will be expected to provide to central Government.

9.3 It will therefore be for local areas to determine how to assess the value and effectiveness of services for young people—to inform their own decisions on whether their funding is being spent on the right things in the right way and increasingly so that their funding payments to service providers can be linked more directly to performance and results.

9.4 The Government will support local areas in these decisions through our commitment to promoting greater transparency to create stronger local accountability, and through identifying and promoting effective practice which will offer local areas benchmarks against which they can compare their performance. Organisations including Ofsted and the Centre for Excellence and Outcomes provide valuable lessons and benchmarks to local areas through their own work to identify good practice.

9.5 As transparency increases, it is enabling citizens, including young people, to create new ways to hold public bodies to account for their decisions and performance. As this dialogue grows, the Government would expect local areas to involve young people directly in assessing and inspecting the quality of youth provision.

December 2010

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- ¹⁰ Farrington and Welsh, 2003, 2007; Moran et al 2004; Piquero et al, 2007; O'Connor and Scott 2007; and NICE and SCIE 2006
- ¹¹ Farrington and Welsh, 2003, 2007 and NICE 2006
- ¹² Societal Benefits of the Cadet Forces, Council of Reserve Forces' and Cadets' Associations, 2010
- ¹³ Cebulla, A & Tomaszewski, W (2009) Risky Behaviour and Social Activities, DCSF Research Report 173
- ¹⁴ Walker and Donaldson (2010) Intervening to improve outcomes for vulnerable young people: A review of the evidence DfE Research Report
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¹⁷ Wikeley, F, Bullock, K, Muschamp, Y and Ridge, T (2007) Educational relationships outside school: why access is important, York: Joseph Rowntree Foundation; Bielby, G, Golden, S, Judkins, M, Wilson, R and Maguire, S (2008) Empowering young people pilot interim evaluation: phase 1 case studies (DCSF research report RW065), London: DCSF

¹⁸ Carpenter et al (2010) Extended Services Evaluation: End of Year 1 Report; Shelley, P (2002) Everybody here? Play and leisure for disabled children and young people London: Contact a Family

¹⁹ EdComms, E. (2009) Attitudinal barriers to engaging young people in positive activities: literature and communications review (DCSF research report 140), London: DCSF

²⁰ EdComms 2009

²¹ Wikeley et al (2007 p 37)

²² Wallace et al (2009) Extended Schools Survey of Schools, Pupils and Parents—A Quantitative Study of Perceptions and Usage of Extended Services in Schools DCSF-RR068

²³ Evaluation of the Youth Sector Development Fund, DfE, 2010

²⁴ The State of the Young People's Workforce Report

²⁵ Skills Development Framework—a model to support local employers develop integrated working within the young people's Workforce

²⁶ B Coles, C Godfrey, A Keung, S Parrott, J Bradshaw (2010), "Estimating the life-time cost of NEET: 16–18 year olds not in Education, Employment or Training", Department of Social Policy and Social Work, and Department of Health Sciences, University of York.

²⁷ Modernising Commissioning Green Paper: Increasing the role of charities social enterprises, mutuals, and co-operatives in the delivery of public services

Memorandum submitted by the British Youth Council

THE BRITISH YOUTH COUNCIL (BYC) IS CAMPAIGNING TO "SAVE OUR YOUTH SERVICES"

1. Campaigning to save youth services from spending cuts is a top priority for the British Youth Council (BYC) in 2011. We believe that this current young generation is not only going to face higher student debt and persistent and disproportionate rates of youth unemployment, but is also at risk of losing a range of community-based youth service support that complements the work parents and school to underpin their transition to adulthood, the world of work and family. As well as benefiting from formal and informal activities through clubs, sports and uniformed organisations, young people are increasingly getting involved in shaping their communities through volunteering projects, youth councils and advisory panels. Many work in partnership with elected local councils. All these youth participation initiatives are supported by some sort of youth service which we believe are at risk.

2. BYC, as the national youth council of the UK, connects with our member organisations and networks of local youth councils, to empower young people aged 25 and under, wherever they are from, to have a say and be heard.¹ As a youth-led organisation, we work to help young people to participate in decisions that affect them, have a voice and campaign on issues they believe in, inspire them to have a positive impact, and gain recognition for their positive contribution to communities, society and the world. Young people within our membership of over 130 youth organisations and local youth councils have decided together that saving youth services is a priority campaign for BYC this year.

3. BYC believe that this review needs to:

- (a) Recognise that young people across the UK value, use, and need the support of skilled professional youth workers, youth support workers and youth work volunteers.
- (b) Regard the impact of youth service cuts both on young people and the quality of the services they use, as well considering ways to save money on youth services.
- (c) Acknowledge that investment in youth work contributes significantly to early intervention and preventative services thus reducing the incidence of young people in need of highly targeted intensive and expensive services later on.
- (d) Consider how young people can be supported to engage in decisions made on how money is both spent and cut from their youth services, and whether the services they use are best provided by local authorities or the voluntary sector.
- (e) Recognise that young people deserve and need maintained investment in youth services—not cuts that lead to unintended consequences.

¹ A full list of British Youth Council members is available from our website: <http://www.byc.org.uk/members>

BYC SEES YOUTH SERVICE BUDGET CUTS ALREADY IMPACTING ON YOUNG PEOPLE

4. Financial monitoring by organisations such as National Council for Voluntary Youth Services (NCVYS) and the National Youth Agency (NYA) are demonstrating that local authority cuts are severely impacting on youth service budgets. Two-thirds of voluntary and community organisations who provide youth services have seen their income reduced (on average by a fifth) in the last twelve months and three-quarters expect cuts next year.² Eight out of 10 (82%) Heads of Young People's Services (people who run youth services in local councils) say they are facing budget cuts.³

5. Young people are telling BYC that these cuts are already impacting on the youth services that they use. Our survey of over 1000 young people in October 2010 found that over a third of respondents (37%) had already experienced cuts to youth services in their local area. 31% young people had seen cuts to youth clubs and projects, 22% had seen cuts to sport and leisure facilities for young people, 19% had seen cuts to youth participation such as local youth councils, 14% had seen cuts to information, advice and guidance services for young people.

6. Since November 2010, BYC has collected over 200 case studies of young people and youth workers who are experiencing cuts to youth services.⁴ These case studies reinforce our earlier findings that spending cuts are already affecting a range of youth services in their local area; in particular youth clubs, grants for young people to improve their area and facilities such as the Youth Opportunity Fund, and youth participation services.

<i>Youth service</i>	<i>% of young people noting cuts to service in their local area</i>
Youth clubs	37%
Uniformed groups eg Scouts, Guides, Boy's Brigade	11%
Youth arts, theatre and media projects	20%
Youth music service	12%
Youth participation ie youth council/forum/youth parliament	31%
Sport and leisure facilities for young people	18%
Information, advice and guidance services for young people	24%
Services for disabled children and young people	12%
Services for children in care	5%
Grants for young people to improve their area eg Youth Opportunity Fund	40%
Youth offending teams	5%
Sexual health services/advice for young people	17%
Concessionary travel/bus pass for young people	18%

YOUNG PEOPLE VALUE YOUTH SERVICES AND THE SUPPORT OF THEIR YOUTH WORKERS

7. Young people using universal youth services often face challenges in their lives and value the support and expertise of their youth workers. Of the young people aged 12 to 25 (average age 17) who submitted case studies to BYC about cuts to youth services: 58% told us they had a low income, 30% have been a victim of bullying, 9% are in or leaving care, and 6% are in temporary accommodation. In addition, 32% told us they have had problems in their relationships with family, friends, or partners, 30% have had problems with numbers or maths, 30% are living in a isolated rural area, 24% said they had problems with reading or writing and 22% have mental health issues. 65% of respondents also detailed how these services have made a real difference to their lives. Young people told us that they feel more confident due to support at youth services, that they have gained and developed skills, and feel that they are making a positive contribution to their society in safe supervised spaces.

8. Youth workers are also voicing their concerns to BYC about the impact on young people of youth service cuts, and impending cuts. Seven out of ten youth workers, 70%, have told BYC that their local council's youth services budget has been cut, and 19% are expecting cuts. 9% were unsure and only 2% said they were not expecting cuts. Youth workers have detailed how these cuts will result in a lack of staffing and restriction of activities and resources. However, youth workers who work for local authorities face restrictions on personally lobbying their councillors about youth service cuts.

9. Illustrative individual case studies of both young people and youth workers' experiences can be read at <http://www.byc.org.uk/saveouryouthservices>. BYC would be happy to share all case studies received with the Education Select Committee if requested.

² NCVYS and Children and Young People Now Magazine, October 2010, *Comprehensive Cuts: Report on funding changes in the voluntary and community youth sector*. Available from: <http://ncvys.org.uk/UserFiles/Comprehensive%20Cuts.pdf>

³ National Youth Agency, *Financial Implications for Local Authority Youth Services*. Available from: http://easysecure12a.net/nya.org.uk/dynamic_files/policy/NYA%20%20CHYPS%20survey%20March%202010%20AMENDED.pdf

⁴ 113 individual young people and 127 youth workers as of 7 December 2010. BYC will continue to collect personal case studies via <http://www.surveymonkey.com/s/youthservicecuts>

BYC BELIEVE YOUTH REPRESENTATIVES SHOULD BE INVOLVED IN SHAPING YOUTH SERVICES PROVISION, ASSESSING THE VALUE AND EFFECTIVENESS OF EXISTING SERVICES, AND DECISIONS ON CUTS TO YOUTH SERVICE BUDGETS

10. BYC support a network of 620 local youth councils across the UK. Up to 19,800 young people, mostly aged between 11 and 17, already volunteer their time to represent young people as youth councillors, informing and influencing local decision-making. Just over half of youth councillors are elected, by an estimated 1 million children and young people. The forums often mirror their adult counterparts at a county, borough, unitary and even parish level.

11. Young people from a wide range of backgrounds take part in local youth councils. A quarter of youth councillors are from a Black and Minority Ethnic background as opposed to 3.7% of adult Councillors. Half of youth councils also state that their youth councils involve young people from minority groups, for example LGBT young people, young disabled people or young people living on a low income.⁵

12. Just over half (57%) of youth councils manage a budget and seven out of ten either take part in or run the Youth Opportunities Fund. Youth councillors also review or scrutinise their local authorities: 64% review the Children's Plan, 51% sit on scrutiny panels and 48% inspect local services. Youth councils report their biggest achievements as: Increasing children and young people's participation in decision-making (89%), increasing their community's awareness of young people's contribution (75%) and increasing the quality of youth services (62%). Less frequently, but significantly, youth councils believe that they have saved money for young people (22%) and their local council (13%).

13. Youth councils act as hubs for youth representation in the local community, including Members of Youth Parliament, Young Mayors and reserved positions for school council members and other special interest groups. The British Youth Council hosts the Young Mayors Network, which supports 12 Young Mayors across England.⁶ Young Mayors often develop a manifesto based around their priorities for representing young people and making positive changes to their local area. The electorate decides at the ballot box which manifestos resonate best with the issues and concerns of young people. For example, in Newham, Kaycee de Belen, a keen local volunteer, was elected Young Mayor 2009–10 on a promise to increase volunteering opportunities for young people. Unhappy with the initial announcement of an Olympic Volunteer programme for over 18s, Kaycee led a successful campaign to ensure that volunteer places for teenagers were created as well. To fulfil her election promise to promote better road safety, the Deputy Young Mayor Aadilah also sent safe cycling tips to every household in the borough during Road Safety Week.

14. We know that if young people are involved in service development and evaluation that these services become more effective. BYC works with NCB and KIDS as part of the Look Listen Change partnership which delivers the Youth4U—Young Inspectors programme. This initiative aims to give 13 to 19 year olds (or disabled young people up to the age of 25) who because of their background or life experiences haven't had the opportunity to speak out and get their views heard, the chance to look at services available in their area and tell the people in charge of them what they think. The young people are trained to work with local service providers to inspect their services and feedback recommendations that the services can action within an agreed time frame. More information about the programme and case studies of the Young Inspectors' experiences, what they have learnt and the changes they have made to local services, can be viewed at: <http://www.byc.org.uk/youth4u>

15. Ofsted have also recently called for youth support services to build on and extend good practice in involving young people in service development and decision-making. They have noted that a key success factor for local strategies was the involvement of young people in reviewing and designing the services provided for them.⁷

16. BYC has received lots of ideas from young people of how available resources in youth services can be best used in their local areas. These can be read in young people's own words at <http://www.byc.org.uk/saveouryouthservices>. Young people's ideas focus on creating extended school services, integrating existing services, using young people as volunteers, and cutting bureaucracy and management costs. BYC also supports the All Party Parliamentary Group on Youth Affairs as part of the group's Secretariat alongside the National Council for Voluntary Youth Services (NCVYS) and YMCA England. At its meeting on Youth Services on 23 November, young people detailed to Graham Stuart MP and other Members of Parliament that they believed that having more "mobile" youth work, ensuring that information on existing services is available to young people, and using of service premise space more effectively would be key ways in delivering youth services for less money.

17. Despite this abundance of constructive ideas, when BYC asked young people who have experienced youth service cuts, "Have you talked with your local Councillors or other elected representatives such as your MP, MSP, MLA or AM, about your views on youth service cuts?" a third, 33%, said that they felt that it wouldn't make a difference if they did. 38% said that they hadn't yet done this but they would like to. 28% were already engaged in a dialogue with their elected representatives.

⁵ British Youth Council, 2010, Young Voices Stronger Together: A report on the local youth council network. Available from: http://www.byc.org.uk/asset_store/documents/young_voices_stronger_together_web.pdf

⁶ More information on the Young Mayors Network is available at: <http://www.ymn.org.uk/>

⁷ Ofsted, July 2010, Supporting young people: an evaluation of recent reforms to youth support services in 11 local areas.

18. BYC believe that elected representatives need to reach out to young people and value their opinions on decisions they are making about the services they use. From April 2009 local authorities have been under a statutory duty to inform, consult and involve local people in the running of local services. Young people are part of the community, and youth participation models such as youth councils and Young Mayors already exist for local councillors to use.

19. BYC has already received case studies of good practice of youth councils and decision-makers working together to establish a dialogue on the future of youth services in their area, and would be happy to share with the Education Select Committee in further detail how these have been established. For example in Hull a series of monthly meetings have been organised between young people (both those who are part of the local youth council and others in the area) and members of the Children's Trust Board. The aim is to facilitate a series of conversations about spending cuts (both on youth services and other services) with young people and decision makers together using Restorative Practice approaches and Open Space Technology, facilitated by the Hull Centre for Restorative Practices. It is hoped this process will demonstrate that young people are concerned about cuts; inform decision makers of young people's main concerns, issues and priorities; enable young people to explore where, if they had to, they would make cuts or savings and what they would do differently; enable young people, building on the work of the local youth council to make recommendations/resolutions and form their own local action points. This work is supported in Hull by the Voice and Influence Group which is an open access group of multi agency workers who are passionate about extending children and young people's participation in services and active citizenship across Hull.

December 2010

Memorandum submitted by UK Youth

1. EXECUTIVE SUMMARY

1.1 Third sector organisations need to be included in the formative stages of policy making nationally and in Local Authority areas.

1.2 Infrastructure needs to be in place and maintained to maximise volunteering opportunities for all young people and to help young people shape the services which affect them.

1.3 Workforce development needs to include practice as well as theory, coupled with effective supervision.

1.4 Public sector should engage fully with third sector in finding solutions for the current funding cuts at both national and local levels.

1.5 Funding still needs to be available to pilot innovative approaches to engaging and working with young people.

2. INTRODUCTION

2.1 UK Youth is the leading national youth work charity working with 40 autonomous metropolitan and county-based member associations in England, supporting local work with young people. UK Youth also works with autonomous national member organisations in Northern Ireland, Scotland and Wales, each with their own network. Through the network UK Youth supports over 750,000 young people and 40,000 adult volunteers working in over 7,000 youth clubs, youth groups and projects across the UK.

2.2 UK Youth exists to develop and promote innovative non-formal education programmes for and with young people—helping them to raise their aspirations, realise their potential and have their achievements recognised.

3. THE RELATIONSHIP BETWEEN UNIVERSAL AND TARGETED SERVICES FOR YOUNG PEOPLE

3.1 Practice varies considerably across the country.

3.2 There is currently some very good practice in third sector organisations, with youth clubs offering a universal service but opening up opportunities for young people to access targeted services e.g. inviting in specialist services to interact with young people and identify in a non-invasive manner where more targeted support is needed.

3.3 In some areas, there is insufficient joined-up thinking between services and young people who access universal services are not always identified early enough as needing targeted support.

3.4 Third Sector organisations are often considered by Statutory Services as “the poor relation” and therefore are often not party to discussions about universal and targeted services at the formative stages of policy making. They are often brought in at a later stage in the process, particularly if it is thought that they may be a cheaper option for delivery. This is a missed opportunity for accessing high quality input to the development of services at a local level.

3.5 At a national level, UK Youth has a good mix of universal work with opportunities open to all young people and targeted projects. We have a successful history of working with government to pilot new and different approaches.

3.6 **Recommendation:** opportunities need to be made for areas of particularly good practice to disseminate their methods to other organisations regionally and nationally across third and statutory sectors.

4. HOW SERVICES FOR YOUNG PEOPLE CAN MEET THE GOVERNMENT'S PRIORITIES FOR VOLUNTEERING, INCLUDING THE ROLE OF NATIONAL CITIZEN SERVICE

4.1 Volunteering is a very effective way of helping young people to develop skills for life and careers, as well as helping them to understand the importance of communities.

4.2 There is already some very good practice in some third sector organisations eg older young people running clubs for younger young people; peer education and peer mentoring; use of Youth Achievement Awards to encourage volunteering by accrediting time spent volunteering.

4.3 The idea behind National Citizen Service is broadly to be encouraged although careful thought has to be given to ways in which participation from the whole range of young people can happen in practice.

4.4 National Citizen Service needs to offer opportunities for meaningful personal development for all participants (whatever their individual starting point), as well as encouraging and enabling community involvement.

4.5 It is disappointing to see a relative lack of experienced youth work organisations leading the 11 National Citizen Service pilots.

4.6 **Recommendation:** the scope of National Citizen Service pilots needs to be widened for 2012.

4.7 **Recommendation:** year-round volunteering opportunities need to be maintained and developed with access to these at any time (ie not just through National Citizen Service). National and local infrastructures need to be maintained to support and promote these opportunities.

5. WHICH YOUNG PEOPLE ACCESS SERVICES, WHAT THEY WANT FROM THOSE SERVICES AND THEIR ROLE IN SHAPING PROVISION

5.1 There has been great progress over the last 10 years in including young people in decision-making processes which help them to shape the provision of some services that affect them. This has been led, in the main, by third sector organisations which have historically been great proponents of young people's participation in decision-making. It has been helped by central government encouraging Local Authorities to engage with young people in this way.

5.2 Participation by young people in shaping the services that affect them still needs to be continually encouraged and facilitated by a supportive infrastructure.

5.3 With good infrastructure support, all young people can be successfully targeted to help shape services. Without this support, it only attracts the voice of those who are already articulate—the result is not necessarily representative of all young people using a service.

5.4 UK Youth has an extremely good 100 year track record of inclusion in this respect. This has been possible through continually piloting new ways to include wide ranges of both “mainstream” and “hard to reach” young people. UK Youth has young people at the core of its own decision-making processes; facilitates young people to shape other services which affect them; and trains other organisations in how to raise the participation of young people in decision-making processes.

6. THE RELATIVE ROLES OF THE VOLUNTARY, COMMUNITY, STATUTORY AND PRIVATE SECTORS IN PROVIDING SERVICES FOR YOUNG PEOPLE

6.1 See 3.4 above and 8.2 below.

7. THE TRAINING AND WORKFORCE DEVELOPMENT NEEDS OF THE SECTOR

7.1 In an integrated work force youth workers need training and development to preserve the values and educational principles that make it unique. These include the voluntary relationship between worker and young people that takes time and skill to build and maintain. It also includes the belief that the group is a force for good so social group work needs to be practised and studied.

7.2 The current NVQs are more about skills and competencies. They do not effectively cover critical thinking and questioning about the purpose of the work.

7.3 There has to be practice based learning alongside the theory so people are learning about the theory of group work practicing it and discussing how they are getting on and what problems they are facing. The work needs to respond to the needs of young people within communities and work towards helping them make sense and take charge of what they can do in their lives.

7.4 **Recommendation:** a framework needs to be established which includes theory, practice and supervision that enables practitioners to learn, grow and reflect.

8. THE IMPACT OF PUBLIC SECTOR SPENDING CUTS ON FUNDING AND COMMISSIONING OF SERVICES, INCLUDING HOW AVAILABLE RESOURCES CAN BEST BE MAXIMISED, AND WHETHER PAYMENT BY RESULTS IS DESIRABLE AND ACHIEVABLE

8.1 Payment by results is an appropriate commissioning tool with two major caveats:

- 8.1.1 Organisations need part-payment in advance to ensure sustainability during the delivery period. There also need to be staged interim payments based on progress so that the full risk of external events is not borne by the provider;
- 8.1.2 A reasonable proportion of commissioning opportunities should still be paid on outputs rather than results to ensure that there is always scope to pilot innovative ways of engaging and working with young people.

8.2 Public Sector spending cuts are having a major impact on commissioning of services from the third sector in the following ways:

- 8.2.1 Small third sector organisations do not have the infrastructure to cope with formalised commissioning processes and direct grants are being reduced or taken away altogether in many areas;
- 8.2.2 Larger third sector organisations have severely reduced opportunities to access Central Government funding. Where there are opportunities, they are limited in terms of opportunity for innovation. Many larger third sector and private organisations are increasingly competing for local funding, to the detriment of smaller third sector organisations. The medium to long term fear is that these larger organisations do not have such in-depth local knowledge and will find it difficult to meet targets for delivery to hard-to-reach young people.
- 8.2.3 Some Local Authorities are reluctant to commission services where the alternative is to protect their own provision;
- 8.2.4 A lot of Local Authorities are not currently making spending decisions because they are still working out where and how to make the necessary cuts;
- 8.2.5 The threat of redundancy for Local Authority workers is often making it difficult for third sector organisations to meet with or get decisions from key decision-makers;
- 8.2.6 Where there is some provision currently in place, it is not seen as a priority for Local Authorities to explore alternative ideas for potentially better provision.

8.3 **Recommendation:** where payment is by results, a proportion should be paid in advance with staged payments made against agreed interim targets and final payment made on agreed results.

8.4 **Recommendation:** maintain a substantial proportion of funding for commissioned services to be directed at piloting innovative approaches to providing services for young people (ie not all payment by results).

8.5 **Recommendation:** encourage Local Authorities to engage fully with the third sector in finding solutions to their current difficulties in terms of spending cuts and alternative approaches to providing services for young people.

9. HOW LOCAL GOVERNMENT STRUCTURES AND STATUTORY FRAMEWORKS IMPACT ON SERVICE PROVISION

9.1 see 3.4 above.

10. HOW THE VALUE AND EFFECTIVENESS OF SERVICES SHOULD BE ASSESSED

10.1 As stated in 8.1 above, assessment by outcomes is appropriate, so long as a proportion of funding is available upfront and there is scope for innovative projects to be piloted without fear of claw-back of funds.

10.2 Where assessment by outcomes is used, there needs to be flexibility to use the whole range of outcomes, including innovative ways of measuring the personal development of young people.

11. RECOMMENDATIONS

11.1 See recommendations above in 3.6, 4.6, 4.7, 7.4, 8.3, 8.4 and 8.5.

Memorandum submitted by The National Council for Voluntary Youth Services

1. The National Council for Voluntary Youth Services (NCVYS) is the independent voice of the voluntary youth sector in England. A diverse network of national voluntary youth organisations and regional and local youth networks, NCVYS has been working since 1936 to raise the profile of youth work, share good practice and influence policy that has an impact on young people and the organisations that support them.

2. The NCVYS network reflects the diverse range of voluntary organisations working with young people at community, local, regional and national level. We cover around 80% of the voluntary youth sector in England and work with our members to build sustainable communities and services that help all young people achieve their potential. Most of our members offer opportunities to engage in challenging activities or develop creative talents. They also support young people to become active in their communities and offer opportunities for their voice to be heard. Some offer interventions to prevent or tackle specific issues such as homelessness or offending behaviour. Others offer counselling, advice, guidance and information. All contribute to young people's personal and social development; some also engage with spiritual development.

THE RELATIONSHIP BETWEEN UNIVERSAL AND TARGETED SERVICES FOR YOUNG PEOPLE

3. NCVYS members deliver both targeted and universal services and we recognise and support the different roles of targeted and universal services. The needs of disadvantaged young people should be prioritised, and targeted youth services work with those such as care leavers, young people with a history of offending, learning difficulties and mental health problems, and young people who have experienced homelessness and abuse. Targeted programmes deliver cross-cutting outcomes, including helping young people to develop employment skills and engage with volunteering, and reducing anti-social behaviour or re-offending.

4. However, it is not just disadvantaged young people who benefit from youth work. There is much evidence that all young people gain from the informal education, peer learning and relationship with a responsible, trusted adult afforded by good youth work.⁸ A joined up approach between universal and targeted services is critical to help avoid duplication. Targeted services can also help young people make informed choices and raise awareness of the universal services available.

HOW SERVICES FOR YOUNG PEOPLE CAN MEET THE GOVERNMENT'S PRIORITIES FOR VOLUNTEERING, INCLUDING THE ROLE OF NATIONAL CITIZEN SERVICE

5. A number of NCVYS members are part-delivering National Citizen Service (NCS) pilots, and many deliver work very similar to that of the NCS approach. The Government needs to recognise this existing provision, as well as targeted provision, which is different from the NCS, characterised by its universality to ensure social mixing. Disadvantaged young people can be engaged in the NCS, but encouraging and enabling such young people to engage and sustain volunteering requires brokerage.

6. NCS providers must be incentivised and supported to reach young people not currently engaged in community action. They should also be aiming to maximise sustained engagement so that a summer's worth of community action becomes rooted in permanent, locally-led programmes that engage young people from varied backgrounds. The NCS is also an opportunity, with young people taking part in activities in the natural environment, to develop environmentally-responsible attitudes and behaviours.

WHICH YOUNG PEOPLE ACCESS SERVICES, WHAT THEY WANT FROM THOSE SERVICES AND THEIR ROLE IN SHAPING PROVISION

7. Services for young people engage young people from all backgrounds. This includes mainstream access to positive activities as well as bespoke targeted services for those with particular needs. Targeted provision for young people reaches individuals and communities that universal services cannot or do not manage to engage. Disadvantaged young people are at greatest risk of low confidence levels, engaging in criminal activity, becoming homeless, suffering from depression, school exclusion or becoming drug dependant.

8. Talking to young people in our member organisations and young people engaged in our national youth forum, young people say they want these services to offer a trusted, positive adult relationship, one to one personal support, education and skills development and challenging and vocational opportunities. They want services to be flexible to their needs and for participation not to be forced on them. Young people also want services that recognise the interconnectedness of health, skills, family, education and job prospects. In the present climate we are seeing increasing calls from young people demanding that services for them help to shape their future development. In this respect, access to volunteering, training and employment opportunities are essential services being provided by youth organisations. For many of the young people who are not in education, employment and training or NEET (the latest figures suggest this is as high as 1 million),⁹ these organisations provide the only alternative to a positive future that can divert them from more negative paths.

⁸ *An evaluation of the impact of youth work in England*, Merton et al (2004) <http://publications.education.gov.uk/eOrderingDownload/RR606.pdf>

⁹ http://www.education.gov.uk/rsgateway/DB/STR/d000969/Quarterly-Brief-NEET-Q32010_final.pdf

For example, NCVYS members UK Youth provide a Youth Achievement Foundation course that builds skills for young people unable to gain these elsewhere. This offer comprises small independent schools that deliver courses recognising young people against achievement marks. Over 75% of young people participating achieve a skill and in last year's cohort over 94% improved school attendance rates. One young woman said:

“If it wasn't for you I wouldn't have anything on my CV”

UK Youth participant

9. There is evidence that there has been progress in involving young people in shaping provision over the last decade or so.¹⁰ However, further work remains to be done to ensure that a wider range of young people are involved in all decisions that affect them, and there is room for progress in involving children and young people in personal decisions affecting their lives, in decisions taken at school and decisions in their local community. Engaging young people in service design requires skilled and sustained facilitation and therefore requires investment in organisations with expertise in doing this. At NCVYS we ensure young people are at the heart of our own decision making processes. We are just one of the 0.5% of charities with young people aged 18–24 serving on our trustee board. One of our young trustees said:

“I'm doing things I never thought I could through volunteering, I just needed to be given the opportunity”.

Leon Bruff, Young Trustee serving on NCVYS Board

THE RELATIVE ROLES OF THE VOLUNTARY, COMMUNITY, STATUTORY AND PRIVATE SECTORS IN PROVIDING SERVICES FOR YOUNG PEOPLE

10. All sectors have a vital role to play in providing services for young people. The voluntary and community sector is often a bridge between public and private sectors. One of its strengths is its work through strong partnerships with the public and private sectors both nationally and at a very local level. Such relationships with the local authority and other statutory agencies are the key to successful service delivery. Voluntary and community youth organisations regularly work alongside schools, prisons, Youth Offending Teams, colleges, and employers to promote a joined-up approach. Work with universal or statutory service providers ensures the best possible transitions for young people across services. In a climate where resources become tighter, we are keen to see partnership working to deliver services becoming stronger.

11. However, some NCVYS members report that pressure on statutory services to meet efficiency targets is leading to some operating a ‘slash and burn’ approach to the voluntary sector in order to make much needed spending cuts. This is a false economy and we are convinced will lead to many young people and communities going without core services that divert them from negative outcomes. Over time, these will present new demands on the state purse. For example, NCVYS member Catch 22 is delivering projects across 150 towns and cities with tens of thousands of young people already involved in or at risk of becoming involved in the criminal justice system. They report that nine out of 10 young people who have been involved in crime don't re-offend whilst in their programmes and that eight out of 10 young people they work with say that they have found new goals and ambitions with their help.¹¹

12. A mature approach to assessing community needs is required; this should be supported by priority services to support those needs. This can best be achieved by working across a partnership of providers that can together deliver services, rather than fast-paced wide ranging cuts that do not consider the long term impact of cuts on young people and their communities.

THE TRAINING AND WORKFORCE DEVELOPMENT NEEDS OF THE SECTOR

13. NCVYS is currently delivering Progress, a project which seeks to deliver 25,000 accredited training opportunities to staff and volunteers working front-line with young people between September 2010 and March 2011. The data from the project will be a key resource in identifying the training and workforce development needs of the sector.

14. NCVYS's submission to the 2010 Sector Skills Assessment identified the skills shortages and gaps of the voluntary and community youth sector.¹² NCVYS members find that funding and a lack of time continue to be the biggest barrier in accessing training and other development opportunities.

15. The submission identified the following skills gaps. An Entry Level qualification in youth work, with a lower guided learning hours requirement, but with the necessary basic skills and knowledge requirements (including safeguarding, which is currently missing from the Level 1 Certificate) would meet the needs of volunteers, as well as those new to youth work or considering working in the sector. There is also a need to support those who might benefit from an Apprenticeship but who do not yet have the skills to begin one, so skills delivery which focuses only on outcomes such as qualifications is inadequate.

¹⁰ *Children's Participation in Decision-making: A Summary Report on progress made up to 2010*, Participation Works (2010) http://www.participationworks.org.uk/files/webfm/files/npf~/npf_publications/A%20Summary%20Report_jun10.pdf

¹¹ *Life changing results: Our services are here to help you achieve them* Catch22 (October 09) <http://www.catch-22.org.uk/Files/Commissioners-brochure.pdf?id=4b3218c7-895d-4256-9a40-9dac00a2a49b>

¹² *Consultation on the 2010 Sector Skills Assessment*, Lifelong Learning UK (September 2010) <http://ncvys.org.uk/UserFiles/NCVYS%20response%20to%20LLUK%20for%20SSA.pdf>

16. The submission identified the following particular skills gaps in the youth workforce:
- Understanding commissioning.
 - Developing supervision practice and reflective practice.
 - Child protection and safeguarding—there are significant gaps in training provision and a lack of understanding of the requirements in levels of training needed.
 - Managing volunteers and fundraising eg sourcing funding for a youth project.
 - The spiritual development of young people—faith organisations employ a large number of workers and volunteers in the delivery of youth services.
 - General skills eg team work, managing a team, project management.
 - Assessor and verifier skills—with the sector becoming an increasingly important provider of training delivery, these skills will help increase capacity in the sector to deliver key programmes such as youth work apprenticeships. Training providers have indicated to NCVYS that the reason for the lack of take-up of assessor units and qualifications is that they believe that employers are unclear of the key role assessor skills play in capacity building within their workforce. Reliance on external organisations providing assessment is costly and can prevent employers from developing their workforce.
 - Optional units connected to global youth work for youth work qualifications.

THE IMPACT OF PUBLIC SECTOR SPENDING CUTS ON FUNDING AND COMMISSIONING OF SERVICES, INCLUDING HOW AVAILABLE RESOURCES CAN BEST BE MAXIMISED, AND WHETHER PAYMENT BY RESULTS IS DESIRABLE AND ACHIEVABLE

17. NCVYS members believe that payment by results is desirable and achievable in certain areas (such as resettlement and employment) so long as sufficient working capital is available. If it is not, all but the largest voluntary organisations will simply not be able to get involved. It is important to identify how success is going to be measured and whether the measure is on outcomes and outputs rather than inputs. Payment-by-results contracts must pay a portion of delivery costs as they are incurred to ensure that risk is proportionate to benefit. Financial and social return on investment will be greater if payment-by-results contracts recognise the broader spectrum of outcomes and development needs of the most disengaged. Often it is early, smaller step outcomes that enable personal and social development. We recommend that payment by results recognises this and considers a more appropriate staged-payment model whereby voluntary organisations do not experience a cash flow problem.

18. It is crucial that public sector spending cuts do not undermine quality provision whilst allowing poor services to linger. Organisations that have invested in their own development, diversified and strengthened their offer to young people are still very susceptible to cuts, and unless remaining funds follow quality, there is a risk that those most fit for purpose may not survive the cuts. Funding on a long term basis should enable organisations to capture the learning to replicate the models of best practice. This will also help organisations develop stronger strategies that are proven to work. Good youth work needs strong institutions. Investing in impact assessment, sharing lessons, sound financial management and staff and volunteer development is not wasting money on bureaucracy—it is strengthening the hands of those at the front-line work to the long-term benefit of young people.

19. Cuts could be mitigated by pooling of departmental budgets. Young people’s needs are not isolated from one another and many voluntary and community youth organisations are characterised by the holistic nature of their approach. Emotional wellbeing is linked to employment prospects, which in itself is crucial to poverty levels and prison numbers. At present, no single department has the budgetary incentive to properly invest in preventative and holistic services that deliver multi-faceted outcomes. If there were more joined up policy and budgets across departments, we would also mitigate any unintentional contradictions.

20. We are pleased to see the Cabinet Office looking seriously at the subject of commissioning through the *Modernising Commissioning* green paper. We know that improving commissioning arrangements will be even more important than ever if voluntary organisations are to take on the enhanced role in public service delivery envisioned by the Big Society. NCVYS has produced a range of commissioning resources and guidelines for our members and statutory providers through *Kindle*: a community sector partnership set up for children and young people.¹³ The latest publication focuses on the Big Society and signals how much needs to be done if services are to work effectively in maximising resources through good commissioning models.

HOW THE VALUE AND EFFECTIVENESS OF SERVICES SHOULD BE ASSESSED

21. Services must focus on the whole young person and address causes not symptoms. Some funding streams have focused on specific presenting symptoms and not the development of wider emotional and social capability. The unintended consequence is to constrain and contort interventions towards a particular, mechanical, linear and limited approach where, in actual practice, a young person is targeted as unemployed

¹³ *Commissioning and the Big Society: the role of the community sector*: <http://www.ncvys.org.uk/UserFiles/Commissioning%20and%20the%20Big%20Society.pdf>

or at, say, risk of unplanned teen pregnancy in one programme, at risk of offending in another and at risk of knife carrying in a third with no link-up between initiatives.

22. In fact, investment in programmes looking at the whole young person, building personal and social confidence and capacity is of greater long-term value. Such programmes, evidence suggests, develop a whole range of non-cognitive life-skills leading to successful transitions to adulthood and thereby a wide range of positive outcomes. However, public policy and funding tends (for the need to hit quantifiable targets within a bound time-horizon) to have been directed in more limited directions, targeting presenting symptoms not underlying causes.

23. We are clear about the need to assess impact, but there needs to be recognition that there are practical limits. Any evaluation process must be inclusive and involve the voluntary and community sector in its design and delivery. Success should be determined by voluntary organisations, local communities, frontline staff and young people themselves but should be supported by government to drive better impact measurement across the sector as a whole. NCVYS is happy to provide further information about this subject and the experience of our members in putting a value on what they do.

December 2010

Memorandum submitted by the Scout Association

INTRODUCTION: THE SCOUT ASSOCIATION AND ITS OBJECTIVES

1. The Scout Association (TSA) is the largest volunteer led co-educational youth movement in the United Kingdom. It was founded in 1907 and is part of a wider Scouting movement, with 28 million members internationally. It seeks to support the development of young people in achieving their full physical, intellectual, social and spiritual potential, as individuals, as responsible citizens and as members of their local, national and international communities. Scout groups across the country offer activities to over 400,000 young people aged 6–25 years old.¹⁴

2. Scout Association research and experience illustrates young people who have participated in a youth or sport club such as Scouting are less likely to drink or smoke, more likely to participate in physical activity, more likely to have a good relationship with other adults in their community, more likely to have parents who trust them and more likely to be engaged in their schooling.¹⁵

3. Scouting activities are made possible by the efforts of over 100,000 voluntary adult leaders, of which 66,000 work directly with young people. The number of adult volunteers working for Scouting is bigger than the combined workforces of the BBC (24,000) and McDonalds (67,000). If paid, this would be the equivalent of £380 million of services for young people annually. It costs the equivalent of £300 to train a Scout Leader, meaning that, through its activities, TSA provides the UK economy with training worth approximately £5.5 million per year.

4. The Scout Association is therefore one of the largest active volunteering organisations in the UK with activities being conducted across the country on a weekly basis. This is in contrast to other voluntary organisations that ask volunteers to be active in time-limited projects or mass membership organisations that do not seek personal contributions of time and energy from their members in the same sustained manner. Consequently, supporting volunteers to give the commitment this requires is a key priority for TSA. The Scout Association is also a growing movement and currently has 33,000 young people on waiting lists to join Scouting across the UK. The key challenge the Movement faces is to recruit and retain the adult volunteers urgently required in order to support the involvement of these young people and others in our activities for their, and wider society's benefit.

THE RELATIONSHIP BETWEEN UNIVERSAL AND TARGETED SERVICES FOR YOUNG PEOPLE

5. Scouting takes place in every part of the UK. Each Scout group decides their own activity programme, according to local need and capacity, based on a national programme with clear educational objectives.¹⁶ All Scout Leaders have to complete Valuing Diversity training as part of their leadership development. There are examples of Scout groups, throughout the UK, working with other services to provide targeted services within the universal Scouting setting. One such example is in Northumberland with Lookwide UK, a Scout Association development initiative that seeks to engage young people who would not ordinarily join the movement but who may benefit from the opportunities that it offers.

6. Lookwide UK is a development wing of Northumberland County Scout Council. It works with young people and, by extension, with their families, in some of the most disadvantaged areas of Newcastle upon Tyne

¹⁴ Young people can join the Scout family as a Beaver from the age of 6, Cubs is open to young people between the age of 8–10, Scouts range from 10–14, Explorer Scouts are aged 14–18 and the Scout Network is open to young adults aged between 18–25.

¹⁵ NfP synergy "Typical Young People" The Scout Association January 2007

¹⁶ There is a UK wide youth programme for each Scouting section, known as the "Balanced Programme". This aims to ensure that each young person has a balanced experience of Scouting. The programme is designed so that young people are given the opportunity to take part in activities across the range of programme zones. These programme zones are: outdoor and adventure, community, fitness, creative, global and beliefs and attitudes.

and south-east Northumberland. These are areas of high unemployment with a high number of young people not in education, employment or training (NEETs). LookWide UK provides a positive route from inactivity and potential long-term worklessness to a positive outcome based on personal development. LookWide UK's focus includes developing tools for parents and the local community to support young people through the raising of aspirations.

7. LookWide UK run a series of programmes in coalition with partners such as The Prince's Trust, the Heritage Lottery Fund and the Community Foundation. One such programme works with groups of young people from Newcastle's East and West Ends to support them to develop and enhance a section of the North Pennine Walk alongside the Alston Railway. The groups designed and installed information boards, picnic and seating areas and constructed safety railings to protect the public. The walk has now been used by hundreds of adults and young people as they visited the railway and by members of the local community for whom the walk represents an enhanced recreational facility.

HOW SERVICES FOR YOUNG PEOPLE CAN MEET THE GOVERNMENT'S PRIORITIES FOR VOLUNTEERING, INCLUDING THE ROLE OF THE NATIONAL CITIZEN SERVICE

8. The Scout Association believes itself to be the embodiment of the principles of the Big Society. One of the Government's priorities for the Big Society¹⁷ is to "encourage people to take an active role in their communities". This is entirely in keeping with the model adopted by The Scout Association. TSA is entirely volunteer-led with support from a small number of paid staff. As mentioned in paragraph 4 Scouting for young people relies entirely on unpaid volunteers in both front-line and support roles and is community-based. Most Scout groups will financially support at least one other charitable organisation during the course of a year through some form of fundraising activity as part of their commitment to help others.

9. The Scout Association operates a "Young Leader" programme to support Explorer Scouts to be involved in the running of Scout groups for younger age groups. It is our view that this exposes young people to a culture of volunteering at an early age and encourages them to take active leadership roles in their communities. There are currently nearly 10,000 Young Leaders working with our 100,000 adult volunteers throughout the country.

10. TSA supports the Government's ambition for a National Citizen Service and believes that there is potential for graduates of the NCS to continue their volunteering journey as a Young Leader in Scouting. We would welcome the opportunity to work with the chosen providers of the National Citizen Service to ensure that the scheme is just the start of a participating young person's volunteering journey and that participants are offered the range of opportunities that Scouting offers.

WHICH YOUNG PEOPLE ACCESS SERVICES, WHAT THEY WANT FROM THOSE SERVICES AND THEIR ROLE IN SHAPING PROVISION

11. As mentioned in paragraph 3, The Scout Association provides services for young people aged between 6 and 25.¹⁸ There are approximately 8,000 Scout groups throughout the country and young people are generally no more than a mile from their nearest group. The average length of a young person's involvement in Scouting is 3.37 years.

12. Each year TSA conducts a census of its members. Figures from the 2010 census conducted on 31 January 2010 show that over 400,000 young people are members of the Scout movement. This is the largest Scout membership since 2001. Growth of 3.5% in 2010 is the largest we have experienced in 38 years and this is due in part to a 26.3% increase in the number of teenage members since 2001 and a 10% year on year increase in the number of girls and young women joining The Scout Association.

13. Responsibility for deciding the detailed programme content is devolved to local Scout groups in order to take account of local needs, however, it is based upon a nationally agreed framework. Three times a year TSA conducts an online "Your Programme, Your Voice" survey of its members on various aspects of the programme to ascertain that the programme content developed for members from head office is appropriate, relevant and well-received by the different age groups. Many of the new badges introduced in the last five years, such as badges for PR and IT, have been introduced as a result of demand from our youth members.

14. Young people have an integral role in the shaping of provision, at every level within the organisation. Every committee, from the local Group Committee to the Board of Trustees, aims to have at least two youth members on it and those members take responsibility for appointments, programme development and holding the organisation to account.

THE RELATIVE ROLES OF THE VOLUNTARY, COMMUNITY, STATUTORY AND PRIVATE SECTORS IN PROVIDING SERVICES FOR YOUNG PEOPLE

15. There will be a need for greater partnership working between these sectors than currently exists as funding is reduced. The Government's ambition for an increased number of mutuals, co-operatives and social

¹⁷ As outlined in a press release issued by The Cabinet Office on 18 May 2010 entitled "Building the Big Society"

¹⁸ 2010 census figures show that there are 108,018 Beavers, 142,904 Cubs, 117,328 Scouts, 34,689 Explorers and 2171 Network members in The Scout Association as at 31 January 2010.

enterprises demands it. However, a distinction needs to be made between purely voluntary organisations and those organisations supported by volunteers. There is a danger that, in trying to support organisations reliant on statutory funding to win commissioned contracts from other sectors, the Big Society model may underestimate the potential of charities such as The Scout Association which are not service delivery organisations or do not receive significant income from government contracts.

16. As is outlined in more detail at paragraph 25 below, The Scout Association would like to see a greater level of partnership between local authorities and community organisations such as The Scouts to ensure that the needs of young people are met in their local area.

THE TRAINING AND WORKFORCE DEVELOPMENT NEEDS OF THE SECTOR

17. Professional development needs in the Youth and Community Sector generally do not take account of the training needs of volunteers. This needs to be addressed given the implications of the “Big Society” and the likely impact of the recession and subsequent reductions in public sector funding in relation to the voluntary sector. There will potentially be a greater “reliance” in the future on the provision of services through the mobilisation of volunteers rather than paid staff.

18. In TSA’s training and development programmes, volunteers are provided with opportunities ranging from skills based training in areas such as first aid, risk assessment, safeguarding and public relations through to experience in leadership, management and training. The Scouts has been an organisation committed training its adults in informal education methods for over 100 years. These skills are offered to all those in leadership positions, including Young Leaders, who are supported through progressive training schemes. These are designed to offer flexible training that can be tailored to individual needs with the guidance of a personal Training Adviser. As part of the adult training scheme it is now possible for adults to work towards externally recognised awards at NVQ Level II and III through the training and the experience they gain as an adult in Scouting.

19. The updated training scheme has been running since 2005. With the development of the new training scheme, partnerships were strengthened with the Open College Network (OCN) through which individuals can formalise their training. Over 170 adult volunteers within The Association are gaining credits towards their Open College Network qualification in Providing Voluntary Youth Services or Managing Voluntary Youth Services through their Scouting.

20. In addition to the OCN scheme, adult volunteers who gain their Wood Badge¹⁹ for completing their adult training within Scouting can apply for membership of the Institute of Leadership and Management at the grade of Associate Member (AMInstLM). Three years after gaining a Wood Badge, leaders who continue in a role within TSA can upgrade to the more senior grade of Member (MInstLM).

21. We believe that TSA offers a first-class training scheme for volunteers and that our in-role training and other training opportunities support volunteers to improve both their performance as a volunteer and in their professional careers. In a Scout Association questionnaire aimed at uncovering the impact of the recession on volunteers within TSA, 93% of respondents answered positively when asked whether the skills and experiences gained through Scouting had been of relevance to their working or personal lives²⁰.

THE IMPACT OF PUBLIC SECTOR SPENDING CUTS ON FUNDING AND COMMISSIONING OF SERVICES, INCLUDING HOW AVAILABLE RESOURCES CAN BEST BE MAXIMISED, AND WHETHER PAYMENT BY RESULTS IS DESIRABLE AND ACHIEVABLE

22. As a movement predominantly funded by membership fees and without any direct funding from Government, TSA is in a better position than many youth organisations that are more heavily reliant on national or local government funding. However, that is not to say that Scouting is not affected by public sector spending cuts. The futures of many Scout groups, most of whom operate as individual charities with an average annual income of around £5000, are being jeopardised by increases in the ground rents charged by local authorities or increases in charges for the weekly rental of local authority properties.

23. Below are three examples of this from around the country:

In Surrey, Banstead District Scouts have received an invoice from their local authority requesting a ground rent of £10,500, a substantial increase from the current rate of £135.

Barwick in Elmet Scout Group in Wetherby District have used the local school for Scouting purposes for free for over 25 years. The group expect that rate to rise to £100 per week in 2011, increasing their costs by £5,000 per year.

¹⁹ The Wood Badge is awarded to those Leaders who have completed 17 modules of training covering areas such as the planning of youth programmes, first aid, leadership and effective communication.

²⁰ Survey of all adult Scout leaders in 2009 as part of research entitled “Keeping Britain’s Workforce Ready for Action: Scouting and the Credit Crunch” Dr Stella Creasy, 2009.

The 141st Birmingham, 1st Yardley (Spitfire District) group are currently charged a ground rent of £2,500 per annum by Birmingham City Council. However, until this year Birmingham City Council have always provided a grant to cover the full amount of the ground rent. The group are currently in discussion with the council as to whether the grant will continue but are expecting to have to find an additional £2,500 per year from 2011.

24. It is our view that Scouting can perform a valuable community role, during this time of economic restraint and cuts to public sector funding, given its established network across the country and its affordability. We believe that it is short-sighted of local authorities to increase ground rent or venue costs to Scout groups at a time of likely reductions to local authority youth services and the services provided specifically for young people by the voluntary sector. Scouting provides excellent value for money and, through creative partnerships, can work with local authorities to provide opportunities for young people that may be missing as a result of reductions to traditional youth services.

25. Public sector cuts also have the potential to affect TSA's ability to attract match funding from local authorities for the employment of Local Development Officers (LDOs). LDOs work up and down the country to support Scout Groups to grow membership and recruit new volunteers. Most are funded entirely by local Scouting but in some instances they are part-funded by local authorities and other sources.

HOW THE VALUE AND EFFECTIVENESS OF SERVICES SHOULD BE ASSESSED

26. As explained in paragraph 14, TSA frequently reviews the value and effectiveness of its services with its members. As a devolved organisation, we recognise the importance of regional differences and the need for flexibility to ensure that local groups are able to mould programmes to suit their circumstances. For example, it is very unlikely that a Scout Group in inner London would follow the same weekly programme as a group in Stornoway. We are constantly reviewing our core programmes to ensure that there is plenty for individual groups to choose from, suitable to their circumstances.

27. As a membership organisation, the ultimate assessment of the value and effectiveness of the services that we offer can be found in our growth figures, shown in paragraph 13. The fact that we can demonstrate five years of continuous growth demonstrates that we offer great value for parents and effective services for over 400,000 young people throughout the United Kingdom.

28. As outlined in paragraph 4, if paid, Scouting would provide the equivalent of £380 million of services for young people annually as well as £5.5 million of training to the UK economy. The effectiveness of the Scouting model can be seen when one considers that this is done with very little demand on the public purse. We are currently awaiting the findings of an impact study, to be published in 2011, which will demonstrate the impact of Scouting on individual members and local communities.

December 2010

Memorandum submitted by the Salmon Youth Centre, Bermondsey

1.0 INTRODUCTION AND SUMMARY

1.1 The focus of the submission will primarily be concerned with youth work, given my position overseeing one of the largest youth centre in the UK, having cost £11 million to construct over the past few years, funding having been secured from a variety of sources including governmental, charities and philanthropic sources. Salmon Youth Centre is one of the few world class state-of-the-art youth work provisions to be found in this country. To ensure that readers are clear about the facilities to be found at Salmon, below a full list, sadly such provision is not commonplace, while the current myplace programme, constructing new centres will address provision in a number of areas, years of no or minimal investment in youth work facilities and building has resulted in a building stock for youth work being in a very poor state.

1.2 Youth Club

- Large Reception Area.
- Social Area.
- Canteen.
- Senior Club Room.
- Bike Workshop.
- Kitchen.
- Internet Access.
- **Sports Centre**
 - Four Badminton Court Sports Hall.
 - Changing Rooms for 70 people.
 - Fitness Suite.
 - Climbing Wall (floors 3–7—on the outside of the building).

-
- First Aid Room.
 - **Arts Centre**
 - Performance Space.
 - Dance Studio.
 - Music Making/Mixing Facility.
 - Arts and Crafts Room.
 - **Learning and Enterprise Centre**
 - Business Start-Up Units
 - STEP (Full-Time Volunteer Scheme)
 - Training Seminar Rooms (x2) for Short Courses
 - IT Facilities
 - Counselling Rooms (x2)
 - **Offices**
 - Reception.
 - Administration Manager.
 - Youth Work.
 - Large Open Plan.
 - Learning and Enterprise Staff.
 - Director.
 - **Accommodation**
 - Volunteers (Resis')—Eight Single Rooms with bathrooms/toilets:
 - Resis' Kitchen.
 - Resis' Social Area.
 - Resis' Laundry Rooms (x2).
 - Guests Room—with own bathroom/toilet.
 - Bike Store.
 - Staff Flat—Three Bedrooms
 - **Trailer and Camp Store**
 - Bike Workshop
 - **Drop-In (Shop)**
 - **Garages for Minibuses (x2)**
 - **Patio Area on 8th floor**
 - **Chapel/Quite Room**

1.3 To set the scene for this submission a simple definition of youth work, with some explanation of key characteristics and points, clearly setting the context for further contributions.

1.4 *“Youth work is a universal service offered to all teenage young people. Youth workers offer caring relationships to young people. Through participation in the educative programmes and activities young people are helped and supported in making successful transitions into adult life. Youth work takes place during young people’s leisure and recreation time, when their participation is voluntary.”*

1.5 **Relationships**—Listed first because it is the key element in youth work, a two-way, as far as is possible, equal process, between a young person and youth worker.

1.6 **Universal**—The “youth work relationship” is for all young people regardless of any individual condition or circumstances, respectful of all individuals.

1.7 **Age groups**—Teenagers are the age group where youth work should take place, although some work will take place with young people above and below the general focus age group of 13–19.

1.8 **Educative**—Youth work has always been seen as an educational service, although maybe a better description is “learning” or “thinking” service. The education which take place is not taught in a didactic way, rather young people are encourage to question and think “why”, “what”, “how” and “when” so as to learn. “Experiential learning” takes place!

1.9 **Programmes and activities**—What takes place within any given club or session. Activities could be a sports, arts, enterprise, formal educational support, anything! Work can take place with individuals or within group settings. Often process is more important than product.

1.10 **Successful transition into adult life**—Adults who are able to make a valued contribution to society and community is the result of good youth work. At this teenage stage of life young people are experience

much change, including physically, when hormones kick in and socially, when they are expected to “grow up”. At this stage they do not have the previous experience or “recipe knowledge” to call upon for help, due to experiencing these feeling and situations for the first time. The youth worker offers help to the young person in negotiate these “experiences” and “learning”.

1.11 **Leisure and recreation time**—Usually evenings, weekends and during school holidays.

1.12 **Voluntary participation**—Young people are able to leave at any time, should they wish, there is no compulsion for attendance.

1.13 **Youth workers**—People who care about young people and want the best for them. All will have undertaken some training to help them better understand the “youth work process”, helping in their interaction with young people.

2.0 THE RELATIONSHIP BETWEEN UNIVERSAL AND TARGETED SERVICES FOR YOUNG PEOPLE

2.1 Unfortunately a lot of confusion exists about exactly what the terms universal and targeted mean so for clarity further definitions.

2.2 **Universal**—Provision and services which is for all young people, regardless of their educational ability and attainment, social class or any other characteristic or label which might be associated to a young person. Much universal provision will take place within a youth club or centre. Such provision has been a mainstay of the youth service within the UK for many decades. Although for the past 20 years such provision has been greatly reduced, some of this has been due to funding issues, although the youth work case has not been helped by youth workers who have not been good at articulating what youth work does, the values that underpinned the work and what is achieved through youth work.

2.3 **Targeted**—Work aimed or commissioned for a specific group of young people, in recent years a growth industry has developed around the group described as NEET (not in education employment or training), with vast sums of money and resources being directed towards this group of young people. Targeted provision almost always seeks to address a problem, whether actual or perceived.

2.4 Much of the confusion exists because very often within targeted provision youth work skills are used, with workers adopting a style more akin on to a youth worker than a teacher or social worker. However using youth work skills does not mean that youth work is taking place, for youth work to be taking place there must be voluntary participation on the part of young people. Targeted provision generally does not have this characteristic as the young people are seen as a problem, often encouraged or indeed compelled to attend a programme.

3.0 HOW SERVICES FOR YOUNG PEOPLE CAN MEET THE GOVERNMENT’S PRIORITIES FOR VOLUNTEERING, INCLUDING THE ROLE OF NATIONAL CITIZEN SERVICE

3.1 Good youth work encourages young people to take responsibility and leadership, often this equates to volunteering within a youth project and helping develop the programmes and projects within the clubs, probably with those in a younger than the young person undertaking the volunteering.

3.2 Once again we need to be clear about what volunteering is. The National Citizen Service for young people aged 16 who are just leaving school is not a voluntary service, it is targeted as all young people of this age are expected to attend a three week course upon leaving school.

3.3 If we truly want to offer volunteering opportunities to young people then they should be exactly that, a chance to freely be involved in an activity, which has a positive outcome for the young person volunteering and whoever they are helping. Given that volunteering will probably be, like many other experiences to teenagers, a new experience, volunteering within a youth work setting offers the young person a safe environment to gain valuable volunteering experiences which will hopefully continue throughout their adult life.

4.0 WHICH YOUNG PEOPLE ACCESS SERVICES, WHAT THEY WANT FROM THOSE SERVICES AND THEIR ROLE IN SHAPING PROVISION

4.1 When it comes to youth work provision across the country a postcode lottery exists, depending on where you live depends on the service that you will receive, some good some not so good.

4.2 “So how can young people know what they want?”

4.3 In no way is this statement meant to be condescending towards young people, as asking the question the meaning behind it, provides a key purpose of youth work.

4.4 A key principle of youth work is that of supporting young people in their transition from a child into adult. When experiencing this transition very often young people do not have the previous experiences to call upon to inform their thinking and decision making. Consequently a significant function of youth work is to help and support young people gain experiences, understanding and knowledge through their experiences

within the youth work setting. Indeed sometimes going further and providing challenges which present the young people with new experiences that they have not undertaken before.

4.5 Many times within youth work young people will be taken up a mountain literally or metaphorically, enjoying, when they get to the top the sense of achievement and view, complaining on route about the hard work to get to the top. Then when descending, they ask if they can go back again, because they now understand, liked the achievement and view so want to do it again. The challenge for the young people and the youth worker is to, on their next adventure, attempt a higher peak. And here is where young people help in shaping the provision. Having learned to climb one mountain they can now choose which bigger one they wish to tackle. Now of course the mountain could relate to a sporting activity, enterprise projects, artistic performance or many other things. Importantly the worker has led and as the young people become more proficient and confidence the worker is able to withdraw and play a more supportive, rather than leadership role.

4.6 Too often currently young people are set up to fail. Of course we want young people to take responsibility, be active and shape the provision being developed for them, but very often it will need a youth worker taking the initiative in the first instance. The notion of a youth leader may seem outdated, but workers performing in this way must be the better option than the current trend of giving young people responsibility for no other reason apart from them being young people.

5.0 THE RELATIVE ROLES OF THE VOLUNTARY, COMMUNITY, STATUTORY AND PRIVATE SECTORS IN PROVIDING SERVICES FOR YOUNG PEOPLE

5.1 Clearly the various organisations and sections in society all have a role to play in helping young people to fulfil their potential, for any one section or group to say that they do not need others is just plain stupidity. This said we do need to be clearer about what roles which sectors play.

5.2 First a general point about the youth service which has often affectionately being called the Cinderella, poor relative, service of education. Unfortunately in recent years, with the development of Children's Services Departments with their expanded remit and responsibility the Youth Service has looked more like Bambi struggling to find his feet in this new expanded environment.

5.3 Below specifics relating to the various groups:

5.4 **Statutory Sector**—The state needs to be there to oversee the provision being delivered within a given geographical area. Via its work force it can clearly provide direct frontline services.

5.5 **Voluntary Sector**—Being overseen by management committees who will probably be committed to the organisation and a local area means that the voluntary sector organisation can be closer to the community which they serve. There are now much larger voluntary sector organisations, some of a national scale, who deliver services at a local level, however the better model is for smaller community-based organisations who are integral, part of the very fabric of a local area.

5.6 The voluntary sector is also better equipped to undertake new and more risky work than the statutory sector, a good example of this is detached youth work.

5.7 **Private Sectors**—Business will continue to do what it does, so young people, if they can afford it, will make use of cinema's and bowling alleys or even a leisure centre, maybe subcontracted out by the local authority. No problem with this, providing we recognise that this provision is about activity, something to do, not development or relational so not youth work.

6.0 THE TRAINING AND WORKFORCE DEVELOPMENT NEEDS OF THE SECTOR

6.1 Recent developments within the workforce has not helped youth work. Unfortunately the grouping together of work which takes place with young people into one homogenous lump has meant a loss of identity for many groups of workers, especially youth workers, who due to the nature of their work had not been able to articulate well enough the value of their contribution.

6.2 For youth work to regain and establish its unique identity and qualities training programmes which focus upon the developmental and relational aspects of the youth work process are needed. Workers need practical skills to be able to organise the programmes and activities taking place within the clubs and centres, also an understanding of the issues faced by young people.

7.0 THE IMPACT OF PUBLIC SECTOR SPENDING CUTS ON FUNDING AND COMMISSIONING OF SERVICES, INCLUDING HOW AVAILABLE RESOURCES CAN BEST BE MAXIMISED, AND WHETHER PAYMENT BY RESULTS IS DESIRABLE AND ACHIEVABLE

7.1 Clearly if less money is spent less work will take place. Over the years youth work has had many efficiency savings drives and rationalisations of provision. The worry is that universal provision, will be lost even more in the rationalisation of provision which results in targeted provision, dealing just with a perceived problem.

7.2 Many of Salmon's young volunteers in their late teens and early 20s can trace back their initial involvement in the centre to our younger 6 to 9 club. Youth work is longitudinal taking place over many years,

and does not easily fit into the tick box mode of measurement which exists so often today. The results of youth work are years in the making. Youth work either needs to be funded because we as a society believing in it and trust in the work it does or not fund it and our communities will be less places due to the loss of such provision.

7.3 Payment by results cannot be applied to youth work. Youth work has a role to play, no more no less, as outlined previously in this paper, however good youth work indeed any other individual service working with young people claiming to have been the only provision to have made the difference, is just being unrealistic. Yes of course formal educational institutions such as the school can more readily use exam results achieved, but along the way it may well be that a youth worker has helped with homework or coursework, during the evening at a youth club session.

8.0 HOW LOCAL GOVERNMENT STRUCTURES AND STATUTORY FRAMEWORKS IMPACT ON SERVICE PROVISION

8.1 Not having a firm statutory base for youth work, each authority only being required to provide an “adequate” Youth Service, means that when placed against other provision for young people such as formal education or social services, with their stronger legally positions, youth work will more often lose out. Youth work needs to be valued more and given a firmer footing within legislation.

9.0 HOW THE VALUE AND EFFECTIVENESS OF SERVICES SHOULD BE ASSESSED

9.1 The qualitative aspects of work taking place need to be taken into consideration more, moving away from the quantitative, that which is easily measured culture that currently pervades. Learning must be taking place, but not within narrow confines of accreditation and certificates. Work must be developmental moving people on from one position to a better place and most importantly relational; developing positive relationships between youth workers and young people, which is a model and foundation for them to follow when building future relationships throughout their lives.

10.0 CONCLUSION

10.1 The Education Committee is to be applauded for having started this process of looking at provision for young people outside of formal education. However this is only a start, there needs to be a committee or commission set up by Parliament with the specific purpose of reviewing the current state of youth work and the Youth Service. This group will consider submissions from various parties, both written and via hearings, over an extended period of time, say a year, so as to acquire as wider field of evidence as possible. Having undertaken this task clearly recommendations for development in the future needs to be considered and presented. For too long, at least 20 years now maybe longer, no such process has occurred, so is now well overdue. Youth work needs a line in the sand to be drawn, from which we can move on. No more can youth work continue to respond, cattail or embrace the latest fad or trend. All of us association with youth work, government, national and local and the practising field of youth worker must work together to ensure that the needs of young people are met. Having a commission or committee established to oversee a renewed status will be an important second step, following this process started by this Education Committee.

December 2010

Memorandum submitted by Barnardo's, Catch22, Groundwork, Fairbridge, The Foyer Federation, Princes Trust and Rathbone

INTRODUCTION

The national voluntary youth organisations supporting this submission deliver personal development and social support programmes targeted at disadvantaged young people, many of whom are considered NEET (not in education, employment or training) with the aim to move them forward in their lives into education, employment or training.

We are making this joint submission to demonstrate our commonality in approach and perspective. The issues we raise are those we see as key to ensuring policies on targeted youth services are best able to deliver for young people.

EXECUTIVE SUMMARY

We have seven key recommendations:

1. NEETs—The NEET term is negative and also too generic to drive value for money. There are a rapidly growing number of young people who are unemployed for over 12 months. We recommend considering segmenting this group based on need.
2. A government working group, including membership across departments and other stakeholders such as the voluntary and community sector is set up to meet the needs of this group.
3. This group of young people may become expensive. The working group or forum will ensure departmental policies do not contradict one another, and budgets can be pooled where appropriate.

4. The voluntary sector who are working with the harder to reach group need to have payment by results contracts that recognise the broader spectrum of the development needs for the most disengaged. We would recommend an appropriate staged-payment model whereby voluntary sector organisations do not experience cash flow problems.
5. The National Citizen Service—the NCS should reflect the number of positive options the voluntary sector are already doing and should be viewed as part of a wider package of delivery options for young people.
6. Needs to be a greater recognition of how larger national charities build capacity of the local voluntary sector, driving economies of scale for example by sharing back room costs such as payroll, HR, policy and fundraising functions.
7. A common standardised assessment system for the voluntary sector, a central part of which social return on investment. These assessment practices should safeguard quality and protect effective organisations with strong outcomes.

1. THE RELATIONSHIP BETWEEN UNIVERSAL AND TARGETED SERVICES FOR YOUNG PEOPLE

1.1 Targeted provision delivered by voluntary youth organisations plays a sizeable and fundamental role in promoting social mobility, delivering the Big Society and supporting economic growth. We believe it is sensible in times of fiscal austerity and social challenge that national and local policy focuses on those most disengaged—or at risk of disengagement—from mainstream society. Particularly as the UK sees the second highest increase in young people classed as NEET among G7 countries—now at 13%.

1.2 We regularly work alongside schools, prisons, Youth Offending Teams, colleges, employers and others to promote a joined-up approach. Working with universal or statutory service providers is fundamental in ensuring the best possible transitions for young people across services. We support those who have disengaged—or are at risk of—disengaging from formal or universal services.

1.3 Targeted personal development programmes deliver cross-cutting outcomes. Therefore multiple targets can be effectively met, for example:

- (a) Work & Pensions: Helping young people off benefits and into employment.
- (b) Education: re-engaging young people in education and learning or preventing those at risk from being excluded.
- (c) Business, Innovation & Skills: helping young people develop a range of skills, including enterprise skills.
- (d) Communities and Local Government: empowering young people to get involved in their local neighbourhood.
- (e) Justice: reducing re-offending, preventative justice and in-prison delivery.
- (f) Home Office: helping to prevent and tackle the causes of anti-social behaviour and promote social cohesion.
- (g) Cabinet Office: encouraging socially excluded young people to volunteer.
- (h) Culture, Media & Sport: Using sport and media to engage and inspire young people, tackle negative stereotypes and promote healthily living.
- (i) Health: improving young people's physical, emotional and sexual health and well-being.

2. HOW SERVICES FOR YOUNG PEOPLE CAN MEET THE GOVERNMENT'S PRIORITIES FOR VOLUNTEERING, INCLUDING THE ROLE OF NATIONAL CITIZEN SERVICE

2.1 This submission is supported by a number of organisations who are either part-delivering National Citizen Service (NCS) pilots, or who deliver work very similar to that of the NCS approach. As the NCS is scaled up, we recommend government realise the added value that experienced and effective organisations offer by being engaged. The NCS reflects a number of the positive things the voluntary and community sector are already doing. It should be viewed as part of a wider package of delivery options for young people. For example, NCS is characterised by its universality in order to ensure social mixing. This does not negate the need for targeted and bespoke provision, which should continue to be fully backed by government.

3. WHICH YOUNG PEOPLE ACCESS SERVICES, WHAT THEY WANT FROM THOSE SERVICES AND THEIR ROLE IN SHAPING PROVISION

3.1 Our work reaches individuals and communities that universal services cannot or do not engage. Disadvantaged young people are at greatest risk of low/no self-confidence, engaging in criminal activity, becoming homeless, suffering from depression, school exclusion or becoming drug or alcohol dependant.²¹

3.2 Our tried and tested programmes are designed to deliver where there is greatest need. There are a number of factors that contribute to ensuring sustained outcomes:

²¹ <http://www.audit-commission.gov.uk/SiteCollectionDocuments/AuditCommissionReports/NationalStudies/NEETsAgainsttheodds.pdf> Page 16

- (a) Users participate of their own volition.
- (b) We are targeted and can therefore offer personalised learning.
- (c) We offer young people a trusted, positive adult relationship (often for the first time).
- (d) A holistic combination of one to one personal support, information advice and guidance, education and skills development and vocational opportunities.
- (e) We persist with young people even where they present challenging behaviour or seem to fail at first.

3.3 The needs of young people do not exist in isolation. Many are challenged by difficult home lives or living in economically depressed communities. Our approach recognises the interconnectedness of health, skills, housing, family, community, education and job prospects. We would like to see policy and resources incentivise holistic, person-centred services.

3.4 Our outcomes measures are configured to recognise both soft employability skills and harder measures of success such as sustained progress to a positive destination. Disadvantaged young people often take longer to achieve against both these measures and voluntary sector organisations are equipped to allow the extra time needed to enable them to succeed. In turn funding requirements should have a degree of flexibility to allow longer term interventions to take place.

3.5 Our outcomes offer clear value for money across government. As well as our client groups facing poorer life chances, they are more likely to be a long-term cost to the public purse—both in expenditure and in loss of potential contribution. Focusing on the sustained NEET cohort makes clear financial sense in these difficult times.

3.6 However the generic NEET term does not facilitate cost efficient targeting on those furthest from the labour market (sustained NEETs) as it homogenises over one million individuals requiring very different interventions. We would therefore recommend the Committee consider a segmentation of the NEET cohort as highlighted by the Audit Commission's 'Against the Odds' report,²² which was supported by research from York University.²³ (see appendix.)

3.7 We recommend the Committee considers a government working group, containing stakeholders from across the voluntary and community sector, to concentrate on the needs of this sustained NEET group. We recommend membership from across government including the Departments for Education, Health, Work and Pensions, Justice, Cabinet Office and Number 10 amongst others. Young people suffer disproportionately during times of economic depression and this growing group of vulnerable individuals could be left outside the job market for the long term. This forum would enable us to monitor and respond to the situation while maintaining a productive dialogue with government.

3.8 National voluntary youth organisations combine practice, participation and research methods which enable young people's voices to be heard in shaping both the services they use and the policy that affects their futures. Not only does this result in personalised, effective service provision but improves their self-esteem and confidence in ways which confer skills for employment. For example, the Catch22 Community Youth Volunteering Programme aims to inspire a new generation of volunteers aged 16 to 25 in England. They help young people to gain experience in youth work through voluntary placements. Additionally organisations including the Princes Trust and Fairbridge run innovative Young Ambassador Programmes (YAP) where young people traditionally excluded from having a voice are empowered to be heard and exercise their rights. The Fairbridge YAP is sponsored by News International and is an exemplar of what can be achieved with successful partnerships.

4. THE RELATIVE ROLES OF THE VOLUNTARY, COMMUNITY, STATUTORY AND PRIVATE SECTORS IN PROVIDING SERVICES FOR YOUNG PEOPLE

4.1 The voluntary sector is often a bridge between public and private sectors. We succeed in our work through strong partnerships both nationally and at a very local level. We rely on the support of dedicated staff and thousands of volunteers. As we see the work of bodies such as Local Enterprise Partnerships take effect, it is clear that collaborative working across sectors will be extremely important in delivering sustained outcomes for young people. This is something we very much support.

5. THE TRAINING AND WORKFORCE DEVELOPMENT NEEDS OF THE SECTOR

5.1 Below are a number of training areas we recognise as crucial to ensuring a competitive sector:

- (a) Support for the voluntary and community sector to become more commissioning-ready—including outcome focused bid writing and relationship building skills with the private sector.
- (b) Many disadvantaged young people are failed by public and universal services because professionals are not able to work with challenging behaviour. Bodies such as Fairbridge and Barnardo's are well experienced and able to deliver robust and practical training to professionals to develop competency in this area.

²² <http://www.audit-commission.gov.uk/SiteCollectionDocuments/AuditCommissionReports/NationalStudies/NEETsAgainsttheodds.pdf> 2010

²³ http://www.york.ac.uk/depts/spsw/research/neet/NEET_Final_Report_July_2010_York.pdf 2010

- (c) Effective monitoring and evaluation. While there is much good practice already in the sector, greater support to organisations would enable them to not only improve their services but better demonstrate their outcomes and return on investment.
- (d) Demonstrating Social Return on Investment (see question 8).

6. THE IMPACT OF PUBLIC SECTOR SPENDING CUTS ON FUNDING AND COMMISSIONING OF SERVICES, INCLUDING HOW AVAILABLE RESOURCES CAN BE BEST MAXIMISED, AND WHETHER PAYMENT BY RESULTS IS DESIRABLE AND ACHIEVABLE

Cuts

6.1 The scale of the public sector financial deficit is an issue we all agree needs to be tackled. The current spending cuts are set to have a serious impact not only on us as agencies, but those individuals we exist to support. By their nature voluntary youth services are very lean organisations therefore reduction or removal of funding has an immediate and significant impact.

6.2 Research by Barnardo's²⁴ showed that providing targeted services to young people at risk of school exclusion cost an average of £5696 per young person, per year, to keep them engaged with education. This avoids the high, short term expense of school exclusion, and most importantly prevents the considerable lifetime costs to the individual and society of a disrupted education. Research for The Prince's Trust²⁵ shows that the lifetime cost to an individual of not having educational qualifications is £45,000 and the cost to a generation is £22 billion. With JSA costing £22 million pounds a week Prince's Trust estimate lost productivity to be at least the same again.

Maximising resources

6.3 In the spirit of the Big Society and joined up Government, we recommend that Government invests wisely and does not overlook tried and tested youth programmes. There is much efficiency to be realised and one way of doing this is by pooling departmental budgets. As paragraph 3.3 states, a young person's needs are not isolated from one another and paragraph 1.3(a-i) outlines the holistic nature of our approach. At present, no single department has the budgetary incentive to properly invest in preventative and holistic services that deliver multi-faceted outcomes. If there were more joined up policy and budgets across departments, we would also mitigate any unintentional contradictions. For example, legal aid support is being considered for reduction at the same time as aiming to keep more young people out of custody.

6.4 We recommend a focus on early interventionist and preventative approaches. While we welcome government's positive expressions on this area, the UK still has to go further in paying for preventative services. The voluntary youth sector are experienced in this approach, however we remain unclear as to the real impact of short-term budget constraints on supporting longer-term initiatives.

6.5 The Voluntary and community sector has two distinct advantages over the public and private sectors in its ability to leverage additional resources into the delivery of services for young people:

- (a) Volunteers—bring so much more additional resource to our services, through their passion, dedication, and professional skills.
- (b) Voluntary Income—All our organisations receive income sourced through donations, Trusts and voluntary income. This allows the sector to pilot new services for which there are limited funds. Voluntary funds are also used to enhance the services provided under statutory contracts and to improve outcomes.

Commissioning

6.6 We welcome the Cabinet Office's commitment to ensuring that commissioning is relevant and accessible to the voluntary and community sector.

6.7 Commissioning should foster strong competition. Payment-by-results contracts must pay a portion of delivery costs as they are incurred to ensure that risk is proportionate to benefit. Financial and social return on investment will be greater if payment-by-results contracts recognise the broader spectrum of development needs for the most disengaged. Often it is early, smaller step outcomes that enable personal and social development. We recommend that an appropriate staged-payment model whereby voluntary organisations do not experience cash flow problems. Stakeholders can help identify what appropriate and valid results look like for marginalised client groups.

6.8 Regardless of the Big Society, many Government contracts have been centralised and hold a minimum size requirement, thus meaning that the vast majority of the voluntary and community sector are excluded from bidding. For example, some specialist voluntary providers are being excluded from bidding for the Work Programme because bidders are required to service all customer groups. For some youth charities, this falls outside of their aims and objectives, meaning that their specialism excludes them from the process.

²⁴ Evans, J (2010) **Not present and not correct: understanding and preventing school exclusions**, Barnardo's, Ilford

²⁵ The Prince's Trust (2010) **The cost of exclusion; counting the cost of youth disadvantage in the UK**, The Prince's Trust, London

6.9 Ensuring a thriving voluntary youth sector within commissioning will mitigate any risk of over-dependence on single monopoly providers. We would note the Merlin Standard,²⁶ which promotes excellence within supply chains, and recommend consideration of what enforceable penalties are relevant for prime contractors who manage their partners unfairly. The Merlin Standard should also be adopted in other government departments that procure Prime Contracted services. We recommend a limit on management fees to ensure enough funding reaches those who deliver frontline services

6.10 The 'Black box' approach within commissioning must drive value for money. Specifications must outline who is targeted (eg sustained NEETs) and reward providers who intensively support those most costly to society in order to avoid incentivising profit-making providers to target the easiest/cheapest to reach.

6.11 Effective commissioning understands that voluntary organisations require stability and a base level of commitment from statutory funds in order to maximise private revenue potential (for example match funding). Framework agreements make it harder for the voluntary sector to lever private sector funding as they do not demonstrate a firm financial commitment—only approved provider status. This creates a tension for charities that have to strategically utilise what are often extremely limited resources in order to raise income.

6.12 We support the government's aim to reduce expensive bureaucracy. Streamlining commissioning will drive down costs and ensure funding is going to frontline services. We believe that intelligent national funding can enhance, and not contradict an agenda of localism (para 6.14). Government should encourage local authorities to roll out Total Place philosophy by pooling/synchronising funds through a whole-authority approach.

6.13 As many voluntary youth organisations can only compete for subcontracted opportunities, an equitable prime/sub relationship is paramount. Bidding and networking to a large and relatively young market of private sector prime providers is highly time consuming, expensive and does not offer guaranteed income.

6.14 Supporting the infrastructure of national voluntary youth organisations is central to enhancing localism. There needs to be greater recognition of how national voluntary services have strong connections with local voluntary sector. Larger charities have a record of building capacity locally by involving local organisations in delivery. We believe that the 'social branch' model many national voluntary organisations adopt is not only consistent with government priorities, but enhances the Big Society offer. We drive economies of scale through shared back room costs such as payroll, HR, policy and fundraising functions. For these functions to be set in every local centre would be extremely costly and increase not only bureaucracy for charities, but also increase risk to charities, government, donors and users alike.

8. HOW THE VALUE AND EFFECTIVENESS OF SERVICES SHOULD BE ASSESSED

8.1 With diminishing resources and a competition based approach to contracting services, an effective inspection and assessment regime is important for youth services. Evaluation processes must be inclusive and involve the voluntary and community sector in its design and delivery. One idea perhaps worth exploring is applying the Big Society mentality to evaluation and assessment. This would mean more than just a public sector official or set of criteria determining what success looks like, rather a wider involvement of voluntary organisations, local communities, frontline staff and crucially young people themselves.

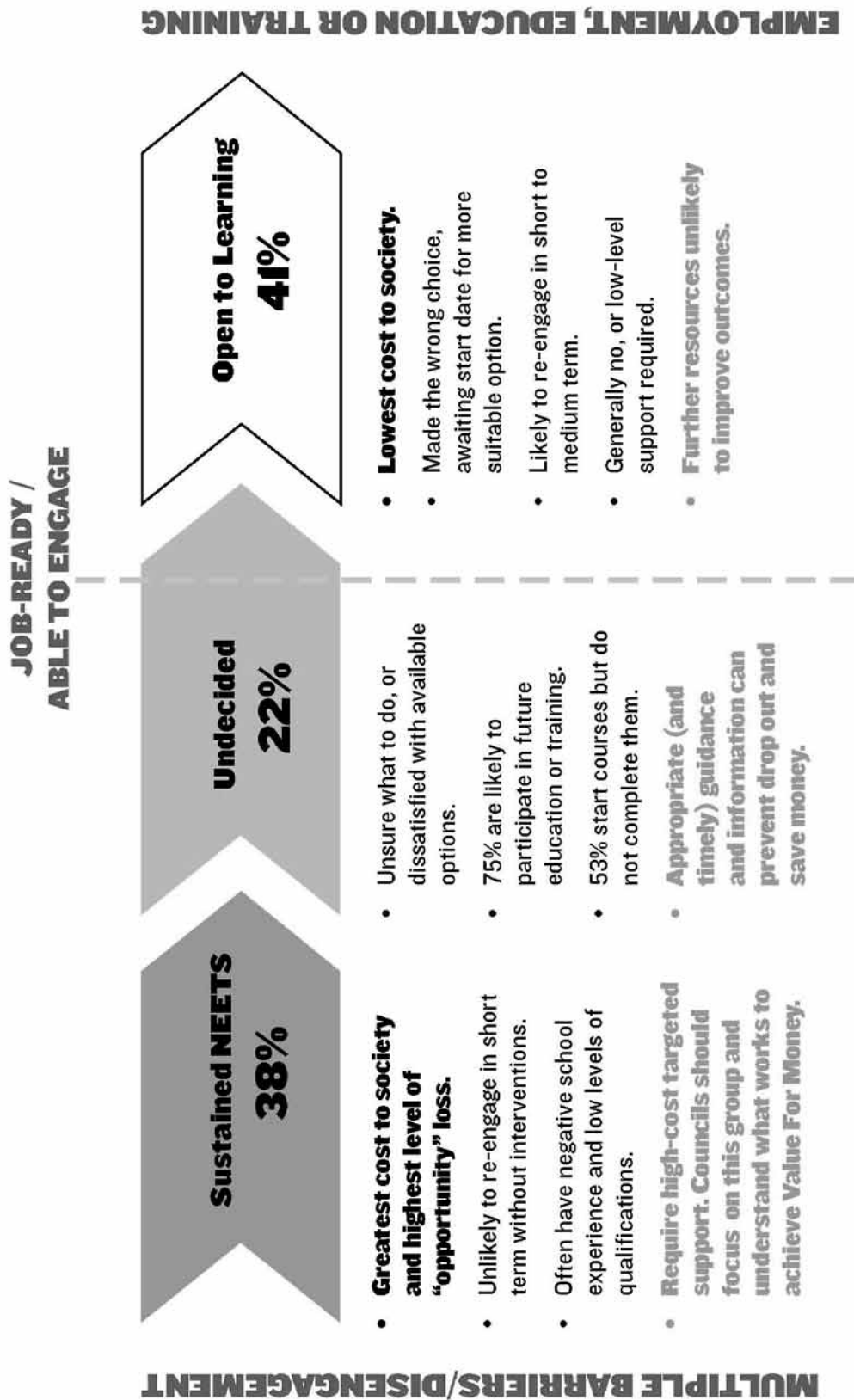
8.2 Government freely admits that the shape and scale of our sector is set for radical shifting in coming times. We recommend the Committee consider imminently how assessment practices will safeguard quality and protect effective organisations with strong outcomes. At present there is no common system across all service deliverers that inspects the quality of a service and in turn exposes where excellence exists. The voluntary and community sector must be robustly viewed alongside statutory and private providers in order for commissioners and others to identify good practice. Two examples of where such a system works well is in Scotland (where HMIE are able to inspect voluntary sector organisations and increase their accountability in a constructive manner) and also in the NHS (where there are clear NICE standards to which any prospective supplier must comply.)

8.3 We recommend a standardised approach to evaluating social return on investment should be central to any assessment model. In order to have a vibrant and competitive market, with balanced market share across sectors, account must be taken of the long term economic impact that the voluntary and community youth sector delivers.

December 2010

²⁶ The Merlin Standard, <http://www.merlinstandard.co.uk/about-merlin.php>

APPENDIX A²⁷



²⁷ Supported by data from <http://www.audit-commission.gov.uk/SiteCollectionDocuments/AuditCommissionReports/NationalStudies/NEETsAgainsttheodds.pdf>

Memorandum submitted by Ofsted

THE RELATIONSHIP BETWEEN UNIVERSAL AND TARGETED SERVICES FOR YOUNG PEOPLE

1. Local authorities found it difficult to strike a balance between targeting support on specific groups and individuals on the one hand and providing positive activities for the full range of young people on the other.
2. The priority given to targeted support for a minority of young people seen to be at risk had often undermined the contribution which universal youth services made to the development of young people more generally. Too often, managers expected youth work to focus solely on problems such as anti-social behaviour rather than on helping young people to develop a wide range of personal skills and relationships.
3. Insufficient consideration was given to the relative value of universal local authority youth service provision in supporting the needs of vulnerable young people. There was a tendency to characterise targeting and universal youth activities as separate, if related, endeavours.
4. Inspectors noted good examples where “universal” neighbourhood youth centres were providing a broad offer that included sport, music, opportunities to develop personal, vocational and social skills, and a place to meet friends. Work of this sort had a direct impact on the learning and enjoyment of the young people who attended, regardless of circumstance. Further to this, case studies exemplified how targeted groups, such as young travellers, were effectively integrated into a local universal youth project which, in turn, aided an appreciation of diversity and tolerance within the community.
5. In local authorities which perform excellently, children are generally well supported at each stage of their development in terms of their health, being kept safe from harm and having the opportunity to take part in a wide range of activities that will be of benefit to themselves and the rest of the community.
6. Young people, parents and some practitioners told inspectors that use of titles for targeted youth projects such as “self-esteem course”, “NEET drop-in” or “inclusion project” had negative connotations and acted as a disincentive to participation.

HOW SERVICES FOR YOUNG PEOPLE CAN MEET THE GOVERNMENT’S PRIORITIES FOR VOLUNTEERING, INCLUDING THE ROLE OF THE NATIONAL CITIZEN SERVICE

7. Most youth services support young people in their late teens and early twenties to take on voluntary leadership tasks, acting as role models or mentors. When properly resourced and managed, these volunteering schemes were of great value to the mentors and their younger peers.
8. The community-based nature of much youth work offered considerable opportunities for young people to develop an understanding of social and political affairs by taking part in voluntary work or community action projects. The most engaging volunteering invariably reflected young people’s interests and concerns.
9. Much evidence exists where young people are supported to be volunteers in, for example, young citizen’s forums and in running projects to promote understanding of a particular issue such as healthy lifestyles. Less visibly, the best youth work settings enable young people to gradually take on responsibilities and act as volunteers within their own project. Such approaches are often the most effective in terms of young people’s personal development.
10. Existing youth work settings, where young people are involved for a considerable period, provide a potential means of strengthening the national citizen scheme initiative.

WHICH YOUNG PEOPLE ACCESS SERVICES, WHAT THEY WANT FROM THOSE SERVICES AND THEIR ROLE IN SHAPING PROVISION

11. Ofsted has witnessed a steady shift within local authority youth services towards working with vulnerable young people. These services have however often sought to retain a universal or “open access” element through neighbourhood youth centres which can provide a setting where work aimed at vulnerable groups can take place. Case study evidence identifies effective work with young people with learning difficulties, young carers, those at risk of offending and young refugees. Such case studies also re-enforce the fact that the most effective support provided for vulnerable young people accounts for the fact that they generally face multiple challenges.
12. Inspectors found too few examples where the targeted support arrangements for young people beyond 16 were as well developed as for those for young people below that age.
13. Although still evolving, in 2009–10, targeted support was, in most instances, creating more options for vulnerable young people. The most effective individual support enabled young people to meet friends, strike up relationships, learn social skills and have fun. Where appropriate, they could be referred to more specialist support.
14. There was growing recognition by local government of the value of involving young people in developing services and decision-making. In part, this was as a result of the more general priority given to it by senior officers and policy-makers, but it also reflected some very good practice by youth workers. In 2009, eight of the 11 areas visited by inspectors had mature structures, including youth forums and councils. These gave young people from a range of backgrounds regular access to elected council members and officers, and the

opportunity to campaign on their own issues and to act as advocates for their peers. The most effective local authorities had embedded youth consultation in regular local practice and processes as opposed to sporadic one-off events.

15. Young people involved in projects of this nature often gained a useful insight into the workings of local authorities. Their organisational and political skills were sharpened, as was their understanding of others, often those with different backgrounds from their own. They also influenced decision-making.

16. The impetus created by youth participation has had beneficial effects within other council departments and services. Examples were seen where young people had influenced the development of services, and where architects and planners looked to youth forums for their opinions on, for instance, play spaces. Council officers were very receptive to young people's views and noted that consultation of this nature supported their own work well.

THE RELATIVE ROLES OF THE VOLUNTARY, COMMUNITY, STATUTORY AND PRIVATE SECTORS IN PROVIDING SERVICES FOR YOUNG PEOPLE

17. Ofsted has no evidence to suggest that one type of provision, whether it be private, voluntary, community or local authority youth provision-based, is of a better quality or demonstrably more efficient than others. There is some evidence however that a flexible, eclectic mix of providers leads to a greater variety of local provision.

18. In its overview report spanning 2005–08, Ofsted noted that, despite the previous Government's commitment to extending the commissioning role of local authorities, too few of the authorities inspected were making best use of the opportunities to extend provision through the community and voluntary sectors.

19. Some progress has been made since that period. In 2009, the most responsive local authorities had ensured that the voluntary and community sectors were involved in planning and providing services to young people. The better local authorities were adopting an enabling approach and were introducing measures to build the capacity of the voluntary and community sector. They were looking to establish consortia that, without undue bureaucracy, could direct funding to small local organisations, often those well placed to provide work in particular local neighbourhoods. In their move towards outsourcing, these local authorities had been alert to the need to maintain support for existing good quality youth provision.

20. Commissioning within the youth sector has traditionally been limited and compared with other sectors, the "services to young people" market is not well developed. Even long-established voluntary youth sector organisations had too little experience in long-term planning or in negotiating and managing large contracts. Few had the infrastructure or working capital to ensure on-going employment commitments.

21. Limited understanding among staff in the statutory and voluntary sectors about the nature and potential of each other's work hindered progress.

THE TRAINING AND WORKFORCE DEVELOPMENT NEEDS OF THE SECTOR

22. One of youth work's most enduring features is the eclectic nature of the workforce. It includes adult volunteers keen to provide help for young people, sessional youth support workers and a range of part-time and full-time professionally qualified staff.

23. There was a clear link between a local authority's attitude and approach to continuing professional development and the extent to which staff were motivated, committed and ready to embrace change.

24. There were challenges in supporting the needs of such a broad workforce. Where workforce development was most effective it was an integral part of the day-to-day work of the service; in the worst, it consisted of no more than a series of unrelated training events. The most effective approaches focused on supporting a worker's role, be that leading an area team, running a one evening per week youth club or managing partnership arrangements.

25. The best local authorities had delineated the roles and responsibilities of the workforce well; their expectations were commensurate with the youth workers' or volunteers' skills and training. In the case of professionally qualified staff, the best acted as "advanced practitioners", trained and supported volunteer and part-time youth workers and worked competently with their communities.

26. In its overview report spanning 2005–08, Ofsted found that too many part-time youth support workers were not well enough equipped for their roles and had insufficient access to training.

27. The impact of the national training programmes for front-line workers and managers to support the integration of the various youth support services is not yet clear. From the limited evidence available to inspectors such training was helping services work together and integrate more effectively. There was certainly significantly better involvement in these training opportunities by the voluntary and community sectors than Ofsted had witnessed in the past.

28. Youth support workers often welcomed integration but managers allowed some to drift towards working in areas outside their professional training, knowledge and experience.

29. Current workforce development needs include:

- equipping volunteers and part-time staff better to deal with managing behaviour, organising effective youth work sessions and planning projects;
- improving knowledge and skills in producing common assessments on young people; and
- affording professionally trained staff opportunities to learn more about the work of allied youth support organisations.

THE IMPACT OF PUBLIC SECTOR SPENDING CUTS ON FUNDING AND COMMISSIONING OF SERVICES, INCLUDING HOW AVAILABLE RESOURCES CAN BEST BE MAXIMISED, AND WHETHER PAYMENT BY RESULTS IS DESIRABLE AND ACHIEVABLE

30. In 2009, it was evident that the youth sector's capacity to respond to the volume and rate of new guidance and policies emerging from the previous Government was limited. New initiatives were not being sufficiently consolidated.

31. Even in the better performing areas visited by inspectors, progress in commissioning provision from the private, voluntary and public sectors had been slow. This slow progress often reflected concerns about the future level and stability of funding, creating a reluctance to enter into contracts with external agencies. Typically, managers exercised caution during a period of structural re-organisation in local councils' children's services.

32. Local authorities, elected members and communities held unrealistic expectations of what youth services could achieve with the resources available to them.

33. The recent move towards integration of youth support services was enabling resources to be increasingly shared or pooled and vulnerable young people were beginning to gain more timely access to services.

34. "Engaging Young People", covering the period 2005–08, noted a continuing history of under-investment in accommodation for youth work. Poor quality buildings, coupled with limited resources, were proving unattractive to young people. The fact that many buildings were only used for short periods each week also raised questions about efficiency. Too many buildings did not allow easy access for those with mobility difficulties.

35. The more responsive local authorities had, however, taken steps to refurbish their existing accommodation stock or, in conjunction with partners, to provide new facilities which were often shared by several services. Examples included youth club buildings that had been rejuvenated, which were well staffed and provided young people with access to music, digital technology and other attractive resources. Improvements of this nature had a positive impact on young people. Spare capacity was let to other youth organisations.

36. More recently, shared capital and partnership building programmes were found to be on the increase, with many local permutations involving churches, colleges, extended schools, children's centres, community associations, health authorities and Connexions. Such programmes often extended to mobile youth provision covering rural areas or housing estates. Joint arrangements were at their best when partners had a shared ethos about their work with young people.

37. Limited evidence exists in relation to "payment by results". However, there was evidence of too much emphasis being placed on data alone as a measure of success, such as the numbers of people involved in an activity. The quality of what young people experienced was not sufficiently taken into account. A case in point was where commissioners only set referral targets for a youth information advice agency as a measure of success. This resulted in other agencies being exhorted to refer young people whose needs they could have met in other ways.

HOW LOCAL GOVERNMENT STRUCTURES AND STATUTORY FRAMEWORKS IMPACT ON SERVICE PROVISION

38. Local council structures, single or two tier, had little bearing on the effectiveness of youth provision. There is strong evidence, however, that good strategic leaders ensured a distinct role for youth services in the context of social care, schools and 14–19 developments in education and training. In the best local authorities, senior managers were well informed about the contribution of youth work to local priorities and communicated these well.

39. Recent statute and supporting guidance (Section 507b of the Education Act 1996, which was inserted by Section 6 of the Education and Inspections Act 2006), requires that a local education authority in England must: "so far as reasonably practicable, secure for qualifying young persons in the authority's area access to sufficient educational leisure time activities which are for the improvement of their well-being, and sufficient facilities for such activities".²⁸ This has done little to tackle the great disparity in funding and support for youth work by local authorities.

²⁸ Section 507b of the Education Act 1996; <http://www.dcsf.gov.uk/everychildmatters/publications/documents/laestatutoryguidance/section507boftheeducationact/>.

 HOW THE VALUE AND EFFECTIVENESS OF SERVICES SHOULD BE ASSESSED

40. The most effective youth work viewed by inspectors helped young people develop essential personal and social skills and an understanding of their strengths and potential. It contributed to their understanding of their rights and responsibilities and how they can influence the decisions that affect their lives. Assessing its impact can be problematic.

41. The expectation of the previous Government was to provide evidence of measurable outcomes, related to specific targets.²⁹ Youth workers, on the other hand, often placed more weight on the less tangible personal benefits that young people can gain from involvement in such activities. The two approaches were not necessarily incompatible. For example, involvement in a youth work project can provide young people with an increased sense of community which may contribute to a reduction in the number of recorded anti-social incidents in an area.

42. In 2004, national youth work policy initiatives introduced a set of national indicators designed to allow services to review progress. Inspectors found that local authorities and funding agencies depended too much on quantitative data alone to determine the effectiveness of services. The imperative was to meet or exceed national benchmarks.

43. Targets had merit where they promoted benchmarking against similar local authorities, informed value for money considerations and planning, and helped managers identify trends and patterns in provision.

44. Too much performance management rooted in performance indicators gave insufficient weight to the quality of young people's experiences and to what they gained from youth work.

45. The better local authorities took an informed approach based on several common features, including peer observation; consideration of the views of young people; sampling of work; thematic investigations; intelligent interpretation of data; and effective use of technology to report the findings. In effect, they considered a good range of qualitative as well as quantitative evidence.

46. More broadly, many Children's Trusts used case studies and national indicators to measure impact. These had wide-ranging credibility, although officers in the Children's Trusts visited were sometimes wary about drawing firm causal relationships between effectiveness and outcomes as measured by national indicators or, indeed, a single case study. Children's Trusts were working on ways to measure their effectiveness. For example, one was developing an approach to measuring longer-term outcomes based on "the social return of investment". This was based on calculating savings from potential future costs, such as a custodial sentence, as a consequence of non-intervention in the case of young people at risk of offending. Case studies were often powerful in demonstrating life-changing impacts on young people and parents.

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FURTHER INFORMATION

Engaging young people: local authority youth work 2005–08, 080141, March 2009, Ofsted;
www.ofsted.gov.uk/publications/080141

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www.ofsted.gov.uk/publications/090226.

The Annual Report of Her Majesty's Chief Inspector of Education, Children's Services and Skills 2008–09, November 2009, Ofsted;
www.ofsted.gov.uk/Ofsted-home/Publications-and-research/Browse-all-by/Annual-Report/2008–09/The-Annual-Report-of-Her-Majesty-s-Chief-Inspector-of-Education-Children-s-Services-and-Skills-2008–09

The Annual Report of Her Majesty's Chief Inspector of Education, Children's Services and Skills 2009–10, November 2010, Ofsted;
www.ofsted.gov.uk/Ofsted-home/Publications-and-research/Browse-all-by/Annual-Report/2009–10/The-Annual-Report-of-Her-Majesty-s-Chief-Inspector-of-Education-Children-s-Services-and-Skills-2009–10

Section 507b of the Education Act 1996;
<http://www.dcsf.gov.uk/everychildmatters/publications/documents/laestatutoryguidance507boftheeducationact/>

²⁹ *Engaging young people: local authority youth work 2005–08* (080141), Ofsted, 2009; www.ofsted.gov.uk/publications/080141.

Memorandum submitted by the Youth and Community Division, De Montfort University

ABOUT THE YOUTH AND COMMUNITY DIVISION

The Youth and Community Division is one of the UK's leading providers of high quality professional training in youth and community work. We offer the widest range of qualifications for full-time and part-time students with programmes at short course, foundation, undergraduate and postgraduate levels: all delivered by a large team of committed subject specialists with professional backgrounds in the field. Many of our programmes include the JNC professional qualification in youth work.

De Montfort University has a long and distinguished history of youth work training that began in 1960 when the government established the National College for the Training of Youth Leaders in Leicester.

Our teaching is accompanied by a leading applied research programme, committed to better understanding young people's lives and developing the services that seek to work with them. We seek to influence and extend the theory, policy and practice of work with young people and communities. We work with public sector, voluntary, faith-based and community-based organisations, government departments and research bodies which have an interest in services for young people. We led the national evaluation of the impact of youth work in England (DfES 2004) and an evaluation of the impact of the Connexions service on young people at risk (DfES 2004). More recently, we have conducted two inquiries into the state of youth services in a changing policy environment. Reports of these inquiries are available to download from our website: www.dmu.ac.uk/ydc.

Our recent key publications include: *Work with Young People* (Jason Wood and Jean Hine, 2009), *Managing Modern Youth Work* (Mary Tyler, Liz Hoggarth and Bryan Merton) and *Working with Black Young People* (Momodou Sallah and Carlton Howson, 2007).

1. THE RELATIONSHIP BETWEEN UNIVERSAL AND TARGETED SERVICES FOR YOUNG PEOPLE

1.1 Universal and targeted services operate on a continuum for young people. Universal services are important in that they are open to all young people who meet the age range and participation is voluntary. There is no stigma attached to such engagement. Some limits to access may be caused by travel and costs (an issue often more acute in rural areas).³⁰ Universal services may include open-access youth clubs, detached youth work, faith and uniformed youth organisations, sports and arts clubs, environmental activities and young people's health services.

1.2 Youth workers in universal services have traditionally used "informal education". This works on the basis of building relationships with young people and using a wide range of activities to support the personal and social development of young people. This work is at its best when it starts from young people's needs and interests of and provides a responsive learning experience. The emphasis on relationships between professional trusted adults and young people can also provide an important early detection of potential issues and problems and a bridge to other services:

1.2.1 "Evidence...suggests that when they are closely connected to local communities and services, youth workers can act as a bridge between young people and their families, and the services that are established to provide for and support them—for example schools, health, social work, youth justice. Young people consistently testified to the ability of youth workers to establish relationships of trust and mutual respect which they have found lacking in their relationships with other adults in their lives."³¹

1.3 Young people have to "qualify" for targeted services—they are not open to all young people. Some services may want young people to choose to attend them whilst others, such as youth offending teams, looked-after teams, education welfare and so on are compulsory. Effective youth workers in these settings are able to convert a sense of young people "having to" to "wanting to" by negotiating with them ground rules and relevant programmes of activities.³²

1.4 Some services are not open to all young people but to those with specialised needs and these too may be called targeted. For example, services for young people in hospitals, clubs and activities for young Asian women or for young people with learning disabilities or for young carers. These young people need professional youth workers who also understand and have experience of their context. This work is often proactive—seeking out these young people to offer them a service and to find out their interests.

1.5. In both universal and targeted settings:

1.5.1 "Good youth work develops the ability of young people to think for themselves and to act for others. This is its prime purpose. Youth work services focus directly on the needs and interests of the 'whole' young person. They have no other agenda than to support and develop each young person towards a better future of their own choosing."³³

³⁰ Fabes, R, Payne, B and Wood, J (2003) *Who Says Nothing Ever Happens Around Here?*, Leicester: National Youth Agency

³¹ Merton, B et al (2004) *An Evaluation of the Impact of Youth Work in England*, Research Brief RB606, London: DfES

³² Merton et al (2004)

³³ McKee, V et al (2009) *The Benefits of Youth Work*, London: UNITE, p7

1.6 Youth workers are responsive to the social situation and context of young people and their work can contribute to “their re-integration, their diversion and engagement in preventative activity, their protection and enablement, their levels of aspiration and achievement, and their active citizenship”.³⁴

1.7 If the offer of universal services by the mix of statutory, voluntary, community and private organisations is reduced in a locality due to funding cuts, the likelihood of early intervention in an issue or problem will be much reduced. The possibility for young people leaving targeted services to be supported in their choice to engage in universal services will be lost if those services are no longer available to them. Costs and accessibility may be insurmountable barriers to participating in any services remaining, such as private ones.

1.8 It is our view that universal provision that offers activities based in sport, culture and art will lead to increases in young people’s confidence, self-esteem and aspirations. However, this work is enhanced when such activities are used as vehicles by youth workers to build relationships with young people and engage in a broader programme of personal and social education.

2. HOW SERVICES FOR YOUNG PEOPLE CAN MEET THE GOVERNMENT’S PRIORITIES FOR VOLUNTEERING, INCLUDING THE ROLE OF NATIONAL CITIZENS SERVICE

2.1 Youth work has long supported young people’s active participation and see volunteering as a personal and social development activity. Youth workers adopt mechanisms for encouraging and rewarding voluntary activity. Schemes such as the Youth Achievement Awards are used by youth workers to encourage young people to progressively take more responsibility in planning and delivering activities within services.³⁵

2.2 Youth councils, committees and peer mentoring groups are also extensively used in youth services with the twin benefits of fostering democratic learning and stimulating voluntary activity. Youth services have been identified in evaluative research as advantageous because they provide high levels of staff contact with young people and are usually better integrated into the local community.³⁶

2.3 Our evaluation of the Beacon Councils Positive Youth Engagement Programme found that volunteering has clear benefits for young people including gaining new skills, confidence, learning to work in teams and making new friends.³⁷ However, successful volunteering was dependent on the support of skilled workers, described as a:

2.3.1 “complex amalgam of a worker’s ability to create trust and keep confidence; to listen effectively and maintain a positive pro-active view of the young person’s potential, regardless of their background; to be available and reliable within known boundaries; and to resolve practical and resource issues...taking together they make a distinctive skill set.”³⁸

2.4 Evidence therefore suggests that youth services are well placed to offer volunteering opportunities that build upon young people’s experiences, value their contribution, are located with communities and can be accredited. There is potential to support the government’s National Citizens Service through the provision of the social action projects. Ofsted found that:

2.4.1 “The most effective [youth services] have responded well to the increasing national focus on promoting active citizenship [with] many instances where participation in youth forums and campaign groups had given young people a good understanding of their rights and responsibilities and enabled them to take action for their own and others’ benefit. The community-based nature of much youth work offered considerable opportunities for young people to develop an understanding of social and political affairs by taking part in such activities as voluntary work or community action projects”.³⁹

3. WHICH YOUNG PEOPLE ACCESS SERVICES, WHAT THEY WANT FROM THESE SERVICES AND THEIR ROLE IN SHAPING PROVISION

Which young people access services?

3.1 It is difficult to provide an accurate picture of which young people access services and what they want since it depends on the services offered, by whom and the nature of the programmes. The National Youth Agency conducted audits of youth services and found (in 2007–08) that the average authority contacted 28% of its 13–19 population.

3.2 Detached Youth Work is a particular specialist approach that engages young people on the street or in other public places. This work can result in young people accessing building-based provision or more commonly practitioners continue to undertake personal and social development work with young people in

³⁴ Merton et al 2004

³⁵ UK Youth (2010) *Youth Challenges and Youth Achievement Awards: Information pack*, London: UK Youth

³⁶ Wood, J (2009) “Education for Effective Citizenship”, in J Wood and J Hine (Eds.) *Work with Young People: Theory and policy for practice*, London: Sage

³⁷ Hoggarth, L et al (2009) *Doers and Shapers: Young people’s volunteering and engagement in public services*, Leicester: De Montfort University

³⁸ Hoggarth et al 2009: 7

³⁹ Ofsted (2009) *Engaging Young People: Local authority youth work 2005–08*, London: Ofsted, p10

street-based settings.⁴⁰ This has a number of benefits, not least in accessing hard-to-reach young people or encouraging groups of young people to use public space to their benefit and the benefit of the wider community. In addition, a national study that investigated the impact of Detached Youth Work found numerous positive outcomes including reductions in poor school attendance and exclusions, anti-social behaviour and offending rates.⁴¹

3.3 There is evidence from evaluations of programmes funded by government, for example, the Neighbourhood Support Fund (NSF) that young people denoted as “hard-to-reach” generally from disadvantaged backgrounds, did attend and this had an impact on their lives. An evaluation of the whole three year pilot found that over two-thirds (68%) of young people progressed on to a positive outcome including education, training or employment, and that they also gained basic skills which “laid the foundations for future progression to mainstream provision”.⁴²

3.4 Despite evidence that hard-to-reach young people have been engaged through services, there is still concern that participation is unevenly distributed. Bamfield’s review of how non-formal learning contributes to young people’s life chances⁴³ found “glaring disparities” in per capita funding when comparing local authority spending on leisure activities:

3.4.1 “The key task for policy-makers is to promote more equitable access to youth services, leisure activities and wider learning experiences outside of formal education...Unless inequalities in access are addressed, the effect of non-formal learning is actually to widen the gap in life chances between children and young people from different social backgrounds.”⁴⁴

What do young people want from services?

3.5 Young people value professional youth workers. Youth workers provide role models to young people, often by supporting them to raise their aspirations. They act as “critical friends”, a quality that young people see as important in helping them to think differently about their lives. Alongside the provision of activities, the contribution of youth workers provides the trusting relationship necessary for young people to realise their personal and social development goals.

3.6 An evaluation of the Youth Opportunity Fund/Youth Capital Fund found that young people wanted up-to-date facilities and a greater choice of things to do that were decided by local young people. This included more innovative and creative activities as well as mobile provision. There was an increase in the numbers participating in “positive activities” according to 88% of the LA managers who responded and 89% of these said this “increase was to some or a great extent among young people who did not previously participate. ...These findings show that the active involvement of young people in applying for Funds, and in deciding how those Funds should be allocated, had led to the increase in participation that was observed”.⁴⁵

Young people’s role in shaping provision

3.7 As identified above, youth work is participative and encourages young people’s involvement in shaping provision. Youth work principles include enabling young people to “make their own choices and find their own solutions to problems, rather than acting simply to provide information or ready-made solutions”.⁴⁶ This principle has led to engaging young people in influencing and taking decisions on the programmes and the priorities in their youth projects, clubs and centres. Involvement may also be at the wider area level or even authority or whole organisation level through a youth cabinet or forum where young people have a significant level of influence over policy and resource allocation.

3.8 The *Hear by Right* framework published by the National Youth Agency and the Local Government Association has challenged, supported and encouraged statutory, voluntary and private organisations, to enable and empower young people to participate in and make decisions about services and provision for them. Numerous case-studies are available to show how this framework has been used effectively by local authorities and a range of diverse organisations to improve responsiveness to young people’s decision making.⁴⁷

4. THE RELATIVE ROLES OF THE VOLUNTARY, COMMUNITY, STATUTORY AND PRIVATE SECTORS IN PROVIDING SERVICES FOR YOUNG PEOPLE

4.1 Services that work with young people have long been delivered by a range of community, statutory and voluntary providers. Increasingly, social enterprises and private sector initiatives have contributed to the delivery of services.

⁴⁰ See <http://www.detachedyouthwork.info/> for information about Detached Youth Work

⁴¹ Crimmens, D et al (2004) *Reaching Socially Excluded Young People: A national study of street-based youth work*, Leicester: National Youth Agency/Joseph Rowntree Foundation

⁴² McKee et al 2010: 19; See also NFER (2004) *Supporting the hardest-to-reach young people: the contribution of the Neighbourhood Support Fund*.

⁴³ National Youth Agency (2008) *The Contribution of Non-Formal Learning to Young People’s Life Chances (Executive Summary)*, Leicester: National Youth Agency/The Fabian Society

⁴⁴ NYA 2008: 11–12

⁴⁵ Goldwin et al (2008) *Outcomes of Youth Opportunity Fund/Youth Capital Fund*, London: DCSF

⁴⁶ Merton et al 2004: 4

⁴⁷ See www.nya.org.uk for further information.

4.2 In principle, a mixed economy offers diversity and can foster innovation in local areas. However, there is a need to ensure a local authority base for youth work and relevant statutory frameworks to conduct strategic needs assessments, maintain standards and ensure appropriate training (see section 7).

5. THE TRAINING AND WORKFORCE DEVELOPMENT NEEDS OF THE SECTOR

5.1 There is currently a clearly defined, benchmarked professional qualification route for youth workers. Formal qualifications include those offered at NVQ levels 2 and 3 progressing to Higher Education courses at undergraduate and postgraduate level. It is a requirement that all professional youth workers hold an Honours level qualification and all courses offering a professional qualification are subject to robust professional and academic validation (and revalidation every five years) by the National Youth Agency.

5.2 De Montfort University offers professional qualification at undergraduate and postgraduate level and has a large intake of students for these courses. On the undergraduate programme, students attend taught sessions on campus for 12 hours per week and are required to complete 888 hours of professional placement experience during the course of their studies. Students therefore graduate with an academic award and a professional qualification. This joint award therefore places significant additional workload responsibilities on students reducing their capacity to undertake paid work during their studies.

5.3 Our courses have a long-standing commitment to widening participation with high numbers of: mature students; BME groups; students from local areas of deprivation where progression to HE is significantly lower than average; and students with physical and learning disabilities.

5.4 Despite the significant vocational element, youth work is grouped with other academic courses with no national funding for placements, no access to bursaries and higher visiting tutor and travel costs for students to attend placements.

5.5 Large numbers of students undertake placements in a range of different services each year. Current annual student placement numbers for DMU include: 120 BA students, 49 foundation degree students and 66 postgraduate students. Placement providers receive no financial payment and must absorb all costs associated with the supervision of the student and the resourcing of activities. In a climate of spending cuts, this will present new and pressing challenges for the provision of high quality placement opportunities.

6. THE IMPACT OF PUBLIC SECTOR SPENDING CUTS ON FUNDING AND COMMISSIONING OF SERVICES INCLUDING HOW AVAILABLE RESOURCES CAN BEST BE MAXIMISED AND WHETHER PAYMENT BY RESULTS IS DESIRABLE AND ACHIEVABLE

6.1 This is a difficult time for local youth services with significant cuts affecting youth services. The National Youth Agency and the Confederation of Heads of Young People's Services recent survey into the impact of reductions in spending by local authorities found:

- Almost all (82%) participants said they were facing budget cuts of some kind.
- Over half said they face cuts in youth services.
- 10% said that Targeted Youth Support could be cut.
- Over three quarters (79%) of participants say that there would be an impact on all children and young people.
- The impact of reductions on services for young people will be felt most keenly in a reduction of staff and a loss of facilities.
- A third of participants say that there will be a reduction in staff and a likely increase in workload.
- There is a great deal of concern over not only immediate budget cuts but future cuts, even among those who said they are not affected by cuts this year.
- Over half of participants feel that they cannot be sure about the future financial situation.

6.2 The introduction of payment by results (PBR) in the context of services for young people requires careful consideration. Key questions include to what extent results will be determined in consultation with young people? How can PBR value open-access, universal youth work in ways similar to targeted work?

6.3 A difficulty with PBR is that it may favour larger voluntary organisations that are able to work with large numbers of young people. This may contribute to the demise of locally based community and voluntary initiatives.⁴⁸

7. HOW LOCAL GOVERNMENT STRUCTURES AND STATUTORY FRAMEWORKS IMPACT ON SERVICE PROVISION

7.1 Local government structures and statutory frameworks are important for the provision of services. They can provide strategic needs assessments that collect a range of data related to the needs of young people and consult effectively with young people to commission or deliver services

7.2 Local government can ensure feedback from service providers affects future provision—"intelligent commissioning" that ensures learning from the past enables future provision to be more effective. This process

⁴⁸ Wylie, T (2009) "The Voluntary Sector", in Wood and Hine (Eds.)

contrasts with the separation enforced by “purchaser: provider” splits common in health commissioning. So long as the actual procurement process is unbiased and fair, the involvement of those people who know about quality service provision in the commissioning process improves it.

7.3 Statutory frameworks assist consistency of provision across England rather than dependence on where a young person lives. Young people will know their entitlement and this may empower them to look for provision in which to engage. For example, Section 507B of the Education Act 1996 inserted by the Education and Inspections Act 2006, set out the need for both recreational and educational positive activities with specific reference to activities which lead to personal and social education, which are those delivered by youth work.

7.4 Statutory inspection frameworks such as that used by Ofsted provided clear criteria for judgement of youth services both on paper submissions and visits of observation.

8. HOW THE VALUE AND EFFECTIVENESS OF SERVICES SHOULD BE ASSESSED

8.1 It is important to distinguish between the value and effectiveness of services from the viewpoint of the young people who use them in relation to what they wanted from them and the value and effectiveness from the viewpoint of central and local government and local communities. Our view is that the services should be geared to the needs identified by the young people. However research shows the significant extent to which the services that young people want and engage in do lead to outcomes also desired by adults.

8.2 We would also encourage more commissioning of independent evaluation evidence to help inform an assessment of the impact of youth services. Such work can have a considerable impact on understanding the benefits of universal provision in a more systematic way.

9. RECOMMENDATIONS

9.1 There needs to be a clear commitment to the adequate resourcing for youth work in both universal and targeted forms to ensure that spending cuts do not disproportionately affect youth services. This includes the continuation of mechanisms that enable young people to make decisions about the funding of local services for other young people.

9.2 A review of funding and other support for youth work training is urgently needed. This needs to include a review of how university funding cuts will affect students on youth work courses and how placement agencies can be better resourced in terms of hosting and supporting students.

9.3 There needs to be a prioritisation of the role of local authorities in enabling a rich patchwork of provision to develop linked to local community needs and the range of skills that youth workers can offer.

9.4 A feasibility study should be commissioned to investigate the potential benefits and challenges of using payment by results in youth services.

December 2010

Memorandum submitted by the Confederation of Heads of Young People’s Services

EXECUTIVE SUMMARY

1. The Confederation of Heads of Young People’s Services (CHYPS) represents the interests and advocates on behalf of Senior Local Authority Officers who deliver, manage and commission youth work and are responsible for the effective delivery of all elements of Youth Support Services. Through their work they are responsible for commissioning and delivering services to hundreds of thousands of young people each year.

2. CHYPS believes that a mixed economy of voluntary and local authority directly delivered services secures best outcomes for young people. Good youth work develops the ability of young people to think for themselves, provide opportunities for them to shape their own futures and to act for others. The local authority has a responsibility to ensure that young people’s services and youth work are commissioned to an adequate level and secured through the voluntary sector and directly delivered services.

3. CHYPS believes there is a crucial link between the universal offer and targeted youth support services that meet the needs of vulnerable or at risk young people. It is the role of local authority Heads of Service to ensure that there is a broad and universal offer of youth work available to young people in their area and to enable them to access a variety of activities and services of their choosing and to secure that balance of provision. It is the universal youth work offer (whether in a centre based or detached setting) that enables young people to access services they need and for youth workers to engage with vulnerable young people.

4. CHYPS believes that youth work and youth Services should not be seen in isolation from broader children services work. Only a statutory base for youth work will ensure that this work is supported at an adequate level and takes its place alongside other Children’s service provision, including work with the most vulnerable young people.

5. CHYPS believes that youth work has a vital role in supporting young people to contribute to the Big Society, develop as citizens and do this through non-formal educational activities which combine enjoyment, challenge and learning. The role performed by a youth worker is fundamental in supporting the development of those people engaged in volunteering to work with young people, and young people's own participation as volunteers. This will be strengthened through initiatives such as the National Citizen Service where they complement existing youth work provision.

6. In relation to recent public spending cuts the impact has fallen disproportionately on youth services—both Local Authority and Voluntary Sector provision. The consequent loss of youth services will impact on an area's ability to respond to the needs of those more vulnerable young people.

7. Looking to the future of services for young people, CHYPS acknowledges that there will need to be changes in the way services are delivered and has engaged in the development of the Youth First Mutual with its partner FPM. CHYPS also believes that value for money must underpin all decisions on service delivery. To this end, it has engaged with the Audit Commission to develop a VFM Self Assessment Tool. Meanwhile CHYPS would want to see an extension of the role played by young people in determining services in their communities, by being more engaged in the design, commissioning and delivery of youth services.

INTRODUCTION

8. The Confederation of Heads of Young People's Services (CHYPS), was launched in June 2009, further extending the role of APYCO (the Association of Principal Youth and Community Officers formed in 1995). CHYPS' key function is to represent its members at both a national and local level to influence policy, campaign and to champion the cause of good quality youth work. It does this through the maintenance and development of a national and regional infrastructure.

SUBMISSION

The relationship between universal and targeted services for young people

9. CHYPS believes there is a crucial link between the universal offer and targeted youth support services that meet the needs of vulnerable or at risk young people.

10. It is the universal youth work offer (whether in a centre based or detached setting) that enables young people to access services they need and for youth workers to engage with these young people. This is fundamental in securing a range of preventative services that support at-risk young people.

11. Whilst it is right that Local Authorities focus on the needs of those young people who are most at risk, it is the role of local authority Heads of Service to ensure that there is a broad and universal offer of youth work available to young people in their area and to enable them to access a variety of activities and services of their choosing and to secure that balance of provision.

12. Youth work and Youth Services should not be seen in isolation from broader children services work. The Local Authority has to maintain a responsibility for ensuring that young people services and youth work are commissioned to an adequate level and that they are secured as an authority wide level.

13. The increasing role and responsibilities of schools is another important opportunity for youth work. Schools will be a key player in commissioning youth services in the future; there is real contribution that they can make to raising aspiration and driving up attainment.

How services for young people can meet the Government's priorities for volunteering, including the role of National Citizen Service

14. CHYPS believes youth work enables young people to contribute to the Big Society, developing young people as citizens, and supports them with their volunteering.

15. The National Citizen Service has placed young people at the lead of the Government's approach on Big Society and CHYPS welcomes the opportunity to play a part in its development and roll out. The National Citizen Service is not designed to replace existing youth work provision but it can contribute and complement youth work provision within a local authority area for young people

16. Local Authority Youth Services have an important role in the delivery of the National Citizens Service. They are uniquely placed to be able to draw together partners and to work to promote this voluntary scheme to young people—particularly those young people with additional needs and requirements to enable them to participate. They also are well placed to continue the work and support with these young people post any summer activity. Youth Services are one of the constant supports for young people in a local area.

17. Local Authority services will also provide staff and volunteers to accompany young people throughout the Programme including residential activities and ongoing support in the social action phase. If the National Citizen Service is going to be an opportunity for all young people to access a residential and volunteering activity at age 16, then NCS needs to be further located at the heart of young people's work in a local authority area. It needs effective relationships with schools voluntary organisations and other partners to secure a sufficient service range of opportunities to enable all 16-year-olds to participate in the programme.

18. There are many examples where local authorities have run summer activity programmes within targeted neighbourhoods that have had significant impact not only on the young people involved but also on wider community issues: for example incidents of antisocial behaviour. It is the Local Authority (with its partners) that has taken responsibility for identifying those communities and those young people with whom a more focused provision should take place performing a commissioning role to secure resources.

Which young people access services, what they want from those services and their role in shaping provision

19. Hundreds of thousands of young people access Local Authority youth services each year. What they access varies based on their age, personal preferences, location and peer influence. The range is enormous and includes project based work, volunteering, and informal education and it takes place in a variety of settings—centres, detached and with community partners.

20. Myplace and previous initiatives of the Youth Opportunity Fund and Youth Capital Fund have highlighted a variety of services and initiatives created and delivered by young people (905,227 young people were engaged in YOF / YCF by March 2009). Their contribution has not been restricted to the delivery of Youth Services within the locality; often young people influence and direct the work of a range of agencies across their areas.

21. What we now see is young people from a variety of sectors engaged in a variety of serious work that shapes and influences policy: from looked after young people to minority ethnic communities to wider partnership activity, including democratic structures of youth councils, parliament and young mayors.

22. The infrastructure support provided by youth workers often from a Local Authority Youth Service is fundamental to the success of young people's participation, eg young people attending the UKYP are usually supported by Local Authority Youth Services. The role performed by the youth worker in enabling young people to engage but to not unduly influence is crucial to its success.

23. CHYPS would want to see a continued commitment to young people's engagement in decision making including how services are commissioned and delivered in their communities.

The relative roles of the voluntary, community, statutory and private sectors in providing services for young people

24. CHYPS believes that to have a mixed economy of voluntary and local authority direct delivered services secures best outcomes of young people. It has always been an important factor in planning and delivering young people services that the role performed by each sector is fully understood and utilised. This is not always the case with sometimes unhelpful arguments put forward that one sector delivers better services than the other.

25. Local Authority Youth Services in looking to deliver a comprehensive service for all young people in their locality, recognise the variety of different ways that young people will engage in services. The role performed by voluntary organisations in any local authority area is fundamental to the success of achieving and delivering what is on offer to young people. Local voluntary and community organisations are often dependant upon their relationship with the local authority for their continued existence and conduit to the sector and within their communities, increasingly so under the new agenda for Localism.

26. There are enormous numbers of people also engaged in supporting young people who are volunteers. The example of the Scouts and Guides shows sophisticated structures that not only train and support volunteers but also provide a quality assurance system that seeks to ensure that young people receive quality outcomes. However, volunteers are not restricted to uniformed organisations; there are lots of examples of local authority services whereby volunteers fulfil a vital part in the delivery of services, in particular for those young people not part of and with different needs to the offer from the uniformed organisations.

27. For those volunteers it is the relationship that they have with professional youth workers which ensures their success. Paid professional youth work staff support not only the young people within their clubs' activities but also provides support to those adults engaged with those young people. It is often through this relationship that adults become increasingly engaged in supporting young people becoming either youth support workers or following training to become professional youth workers themselves.

The training and workforce development needs of the sector

28. The Children's Workforce Development Council's analysis of the youth workforce suggested that just over 70,000 professionals engaged in supporting young people in informal education settings with an additional 500,000 engaged in some form of voluntary work.

29. The role performed by a professional youth worker is central to delivering quality outcomes for young people and in supporting the development of those people engaged in volunteering to work with young people. It is often a route into the profession that adults begin as volunteers engage in an activity in a setting and continue to develop and grow into paid employment as a support worker and then occasionally into a professional role.

30. The sector however struggles on two levels: one there is only a limited statutory base for youth work, for example, the duty placed on Local Authorities in the Education & Skills Act 2006 to secure and promote

positive activities for young people. The profession has also struggled in that there is no stipulation that those engaged in working with young people should be professional youth workers with the requisite standards, qualifications or training. This is further exacerbated by the absence of a requirement for continuing professional development.

31. CHYPS welcomes the opportunity presented by the Coalition Government, that professionals themselves organise, regulate and promote their work. In so doing establishing its own professional body operating its own license to practice

The impact of public sector spending cuts on funding and commissioning of services, including how available resources can best be maximised, and whether payment by results is desirable and achievable

32. CHYPS believes that public spending cuts has fallen disproportionately on youth services—both Local Authority and Voluntary Sector provision. The level of cuts has been dramatic—with some services reducing their budgets by over 50%. In some areas services are disappearing completely. With their disappearance local infrastructure and training will be lost and we will see a shortage of youth work staff as a consequence. It will be young people and their communities that will however be most affected. Their opportunity to engage in a range of activities in their leisure time will be reduced or lost. This includes their engagement in the design and delivery of services, their opportunity to volunteer or simply have somewhere to go or to have someone to go to, when they need it.

33. The loss of youth services will also see an increase in the key indicators of vulnerability that the DfE highlights it wants to address: reduction of NEET, Teenage Pregnancy, Substance Misuse and anti-social activity and crime.

34. CHYPS believes that only a statutory base for youth work will ensure that this work is supported at an adequate level and takes it place alongside other Children's service provision.

35. There is an emerging view that Local Authorities will increasingly have a commissioning rather than a delivery role. Commissioning however needs to extend well beyond the current procurement models that exist in many areas.

36. The opportunities presented by pooling of resources through a local strategic partnership focussing on young people's needs and expressed wants has many attractions. CHYPS believes that safeguards and processes need to in place to monitor and evaluate the outcomes being commissioned. All service providers should be subject to the same processes. Monitoring needs to be underpinned by inspection—seeing practice—evaluating impact on the ground must not be lost through procurement processes that micro-manage projects.

How local government structures and statutory frameworks impact on service provision

37. There is a model emerging that places youth work within the Children's social care setting. This means that local authority youth work is seen increasingly in the context of being a preventative or early intervention service. As a result many local authority services may continue to have some form of youth service. There are examples where youth services have been successfully located in other parts of the local authority eg Education, Leisure Services, Housing or Community Services Departments.

38. The contribution of Youth Work therefore cannot be limited to supporting solely Children's Social Care—the evidence from Place Surveys often highlight that Activities for Teenagers remain a community priority.

39. In addition youth workers often form part of local area teams. These local area teams may be part of wider children's services or community service teams. The key to their successful contribution to integrated teams is that they maintain a distinct professional base with skills and a youth work approach. This is fostered by the existence of a local youth service.

40. CHYPS believes that if such structures cannot be maintained at a sufficient or adequate level within the local authority then ways and means need to be explored to identify suitable alternatives—it's to this end that it has engaged with FPM over the development of the Youth First Mutual.

How the value and effectiveness of services should be assessed

41. The role of OFSTED up to 2008 played a vital part in improving the quality of youth work provision within England. Their inspection processes have been adopted by many Local Authorities to quality assure their work and have been used to support their commissioning of youth activities. The local authority will assume greater responsibility for not only intelligently commissioning services but also should train and develop those organisations they commission to engage in these quality assurance programmes.

42. In its final review of Enhanced Youth Service Inspections OfSTED highlighted that all local authority services were satisfactory or better. There were no failing local authority youth services. Reductions in the local authority service and particularly the capacity to provide professional youth workers to work with and support young people in their communities puts at risk the whole range of provision.

43. "Resourcing Excellent Youth Services" was able to provide a platform for measuring youth work outcomes, but these are in danger of being lost, with their removal as BVPI's. They afforded local partnerships

a means for measuring Value for Money. These measures did need to be re-examined and properly understood by all involved; their major drawback was that in some cases the achievement of accredited outcomes became an end in themselves, and were not emerging from the work itself.

44. CHYPS places a high value on quality services for young people; to this end it has been working with the Audit Commission and others to develop a VFM Self Assessment Tool to support local partnerships to assess their provision locally.

December 2010

Memorandum submitted by the Youth Support and Development Service of the Royal Borough of Kensington and Chelsea

RELATIONSHIP BETWEEN UNIVERSAL AND TARGETED SERVICES FOR YOUNG PEOPLE

1. EXECUTIVE SUMMARY

In this document we have described the work of The Youth Support and Development Service (YSDS) in the Royal Borough of Kensington and Chelsea (RBKC).

We have outlined the range of services—which cover Health, Information Advice and Guidance (IAG), Sports, Arts, Employability and generic youth centres.

These services combine to form an integrated support package for 34% of young people in the Borough, who access our services.

This support package is provided by a diverse range of agencies, including the Local Authority, the voluntary sector and other agencies.

The Adolescence Service is a particularly good example of how universal and targeted services support and complement each other. The relationships and trust that have been built up with Children and Young People (CYP) in universal settings, is invaluable in enabling the targeted work to take place. The wide range of services available also provides the perfect opportunity to develop bespoke packages for the CYP worked with.

We strongly contend that the integrated support service which has been developed is a highly potent and effective blend of expertise which has enabled us to meet and exceed a range of national and local indicators and has elicited a very positive response from our key customers—“Children and Young People”. We know this through our annual youth satisfaction survey where 93% of children and young people confirmed that they were satisfied with the service.

2. INTRODUCTION

YSDS is an integrated service that engages young people through voluntary participation and involvement. We want young people to take advantage of the opportunities available to them, to assist them to overcome barriers and reach their full potential.

We believe that through an integrated youth support strategy, we equip young people with the skills and aptitudes they need to do this.

The range of services on offer includes:

- Youth Services (including youth centres, outreach work etc).
- Youth Sports Development.
- Connexions/ Information Advice and Guidance (IAG).
- Healthy Lifestyles Youth.
- Youth Arts.
- Accredited programmes for young people.
- Positive Activities for Young People (PAYP)—a programme of activities for vulnerable young people.
- Youth Participation and consultation and the Borough’s Youth Forum.
- Education Business Partnership (work experience placements and business partnerships).
- Early intervention programmes (Targeted Youth Support).
- The KC Central Website.
- An array of youth support services commissioned via the voluntary sector.

In this document we describe and illustrate, how this diverse range of services come together to promote the wellbeing and personal and social development of Children and Young People (CYP). In particular we wish to highlight how targeted and universal services do interact, support and enhance the impact of the other.

3. YSDS AND ITS IMPACT

We have taken significant strides in reducing the NEET percentage in the borough, through improving the range of opportunity available to young people lacking qualifications and motivation to work or learn. We have done this through the creation of a range of flexible, targeted “Entry to Employment” programmes. This has been possible through well established partnerships with our Connexions service, Accreditations Team, Youth Sports Development team and a range of voluntary sector and statutory youth centres.

We are now using this same set of partnerships as the basis for some highly innovative cross border and cross agency approaches to Anti Social Behaviour Issues, including gang mediation projects.

We have also developed an excellent sports offer for young people. Our aim has been to continue the upward trend in participation in sport by young people in RBKC.

Again the focus is on inter-agency work, for example:

- A gym project located in the Youth Offending Team is proving to be very effective in engaging young offenders in physical activity.
- We have a well established KICKz project working in partnership with Chelsea Football Club and the Police. This is attracting very high numbers of young people, beyond all our initial expectations. It also provides an excellent venue for our outreach and streets based teams to access and engage with young people.
- A NEET programme for football coaches has been successful in securing employment at premiership clubs such as Chelsea and Fulham.

Accessibility is basic tenant but this is not at the expense of developing a very healthy competitive edge and providing routes through to excellence. No better example of this is Our Youth Sports Development Teams coordination of the annual London Youth Games event involving all 33 London Boroughs.

Over 300 children and young people took part in this event in July 2010. The programme is used as a development tool to attract children and young people into sport with opportunities to continue all year round in activities such as canoeing; tennis; archery, fencing, football, trampolining and many others. Sports workers work alongside youth and play workers to target individuals to compete and represent their borough (Kensington and Chelsea).

Many of the young people who attend sports sessions are encouraged to become Sports Leaders so that they are able to support activities in mainstream provision. Sports workers assist CYP to become active and healthy citizens.

Our youth centres and activities centres provide a vast range of positive activities for young people—music making, computer suites, bicycle maintenance, discussion groups, DVD making, substance misuse and health information sessions, advice and information on safety—the list is endless. Whatever we do, we do in consultation with young people.

If we do not provide what they find engaging and interesting, they will vote with their feet. We know therefore that young people like to undertake activities that might be regarded as “high risk”. Off-road motor sports, white water rafting, mountain trekking and climbing, abseiling, parachuting are just some of the “high risk” activities we can and do offer. We are able to do so with confidence because our risk assessment processes and off site activity protocols are of the highest order. In fact our guidance and processes are used extensively by our schools and voluntary sector partners. For this reason, we have been able to avoid taking the route of risk aversion toward safe and mundane activities.

We have developed an extremely proactive and effective Accreditation Team which delivers, supports and promotes a wide range of Accreditation schemes including:

The Duke of Edinburgh Award, the Youth Arts Award and the Youth Achievement Award as well as a wide range of AQA's.

We strive to ensure opportunities are extended to all young people and some of the most eye catching programmes have included a group of young mothers achieving a DoE award (their babies took part as well!) and a young man in a wheelchair completing the hiking element of the Gold DoE Award.

Accreditation is embedded across the service, in generic youth centres, in targeted programmes and our team also works with partner agencies such as libraries, social work teams and in play and extended services (where the younger transition age group can gain access). Not only do 40% of our participants achieve an accredited outcome but we are likely to achieve 20% of those being at Level 1 or above.

Another example of the effectiveness of a joined up approach is the Targeted Youth Support programme which targets the 10–19 age range. In order to ensure we can cover this age range effectively, we have developed a joint planning approach with Extended Services colleagues (whose services extend to age 13).

We pool staffing and resources and have developed a set of joint targets. The team works across services and age ranges, works closely with universal services to provide “step down” and “step up” opportunities (ie receives referrals from and refers to). It also acts as a conduit of information to wider youth services from

Police partners, through the Public Protection Desk, whereby Police Merlin reports which involve CYP, are shared with a range of youth support services.

Our work with Lesbian, Gay, Bisexual and Transgender (LGBT) young people is becoming increasingly successful. Again the boundaries between targeted and universal services are blurred and the relationship symbiotic.

This is a targeted group clearly but engagement is often made through universal services and the long term aim is an integrated provision—ie to eliminate the need for the group to be targeted by challenging homophobic attitudes. In fact a key feature of this project (“The Umbrella Project”) is a series of anti-homophobia workshops and awareness raising sessions in generic youth centres, these have been well attended and thus far the response very positive—especially considering that there are extremely stubborn prejudices to shift in this area.

We do a wide range of work with another traditionally excluded group; CYP with disabilities, this includes arts and sports projects targeting this group, we have a Disability Youth Forum which promotes and supports these projects and we have a number of our universal centres running what we call “Buddy” schemes, whereby CYP but particularly those who are at risk of exclusion or on the fringes—or in fact already immersed in, offending behaviour are encouraged to act as “buddies” to CYP with disabilities. This works fantastically well. The Buddy scheme usually takes place on an integrated night in the youth centre—so neither group are “ghettoised”.

The Buddies in return for their volunteering get a small amount of expenses, a package of training and above all the kudos of being part of the staff team and seeing themselves as part of the solution rather than the problem. The change in behaviour and increase in self esteem is remarkable—indeed many of our cohort of support staff are now coming from this group.

The CYP with disabilities get 1-to-1 support, are integrated into mainstream club activities, build relationships with club members and also are not made to feel on the fringes and excluded. Here again we see the virtuous circle of universal into targeted and then back round again.

Our Health Team provides another fantastic example of how a range of disciplines and services can come together to improve outcomes for young people. This includes:

- The Teenage Pregnancy programme (We have substantially reduced rates of teenage conception).
- Substance misuse education and prevention, treatment programmes.
- Healthy lifestyles and Healthy Youth Club programmes.

These projects and programmes work within our universal provision in order to access young people and our annual events calendar features a wide range of events and activities hosted by our youth projects—such as World Aids Day, Anti Bullying week and International Women’s day. Also to coincide with Valentines Day we promote the C Card (Condom Distribution) and Chlamydia screening.

We have ensured our staff are equipped for the demands of an integrated service through a mixture of established and new skills training programmes.

- Common Assessment Framework (CAF) training.
- Motivational Skills.
- Multi-disciplinary team work.
- Information sharing.
- Assessment skills.

We are involved in joint training for staff entering the children’s workforce with our Play and Extended Service Partners.

We have a strong commitment to training for frontline staff. This includes youth worker training, training for Connexions staff, nationally recognised qualifications for sports staff and so on.

Good staff deserve to be supported by good managers, we are committed to frontline manager’s courses for those managing staff at point of service delivery. Senior management training is also a priority.

We have also developed our own in-house “Getting the best out of your staff” course, for all managers.

For many years we have operated a process of commissioning of services in the voluntary sector based on a model of partnership. This has enhanced the offer to local young people significantly. In partnership with the voluntary sector, we have articulated the services we want to see in place and have worked together in order to ensure quality of delivery. This model has stood the test of time and has proved to be a highly successful model of partnership.

We could have chosen any number of fantastic examples of the effectiveness of integrated youth support services, however the work of **The Adolescents’ Service** encapsulates this approach perfectly.

This team actually sits in Family Services rather than YSDS, however YSDS seconds a youth worker into this team and this is a great example of how integrated working can bring the best out of both targeted and universal services.

The Adolescents' Service provides out-reach and therapeutic support for 11–18 year olds. It targets young people with complex needs, those at risk because of their behaviour, peer influence and individual and family circumstances. These circumstances affect their health, education, social and emotional development and well-being. Young people referred to the service come from families with entrenched parenting capacity issues (through lack of attachment, loss and separation, mental illness, alcohol and substance misuse, crime and domestic violence). All cases have to be open to Family Services and have serious levels of risk.

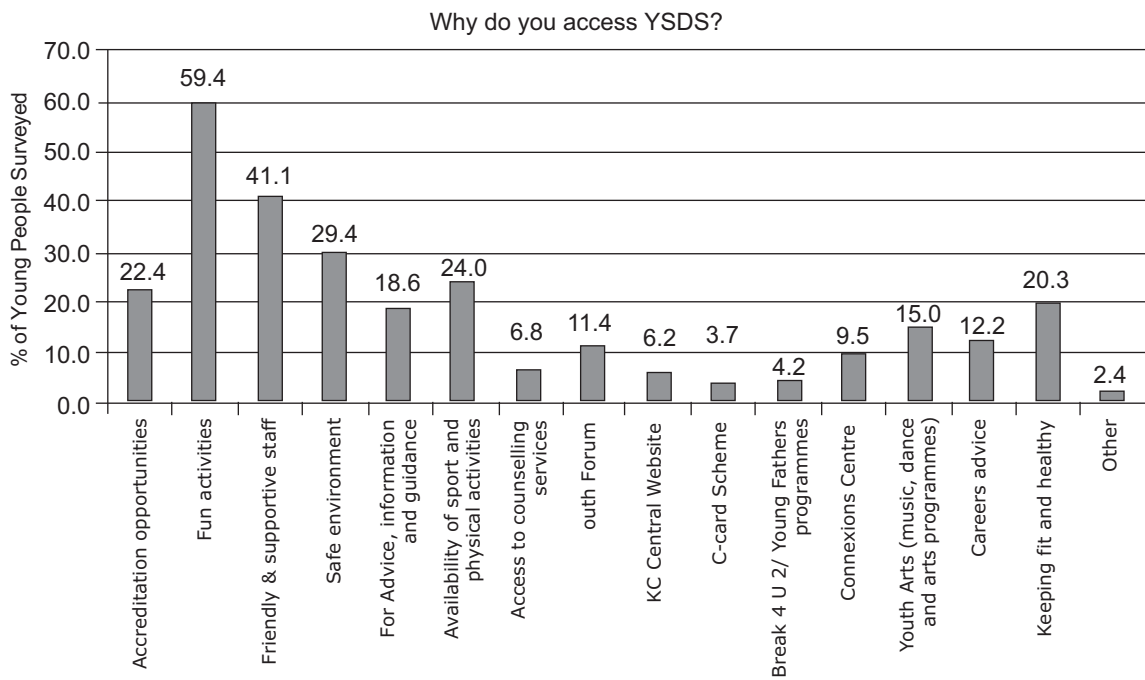
Often when the Adolescents Service receives referrals, we are told that young people are not engaging with local services including Education. However we find that many of these CYP are engaged with universal and generic projects within YSDS. (98% of our current in the 13–19 age range attend YSDS services and 60% of these are regular participants). This enables us to contact, build relationships and work with these young people whereas other services have struggled in this regard.

Furthermore, each case presents a complex set of needs. One of the key successes of the work undertaken has been to offer a range of activities to clients that match their interests. This is only possible because of the range and quality of universal services on offer. We can therefore provide opportunities that are not only fun and engaging but have a clear progression routes firmly at their core.

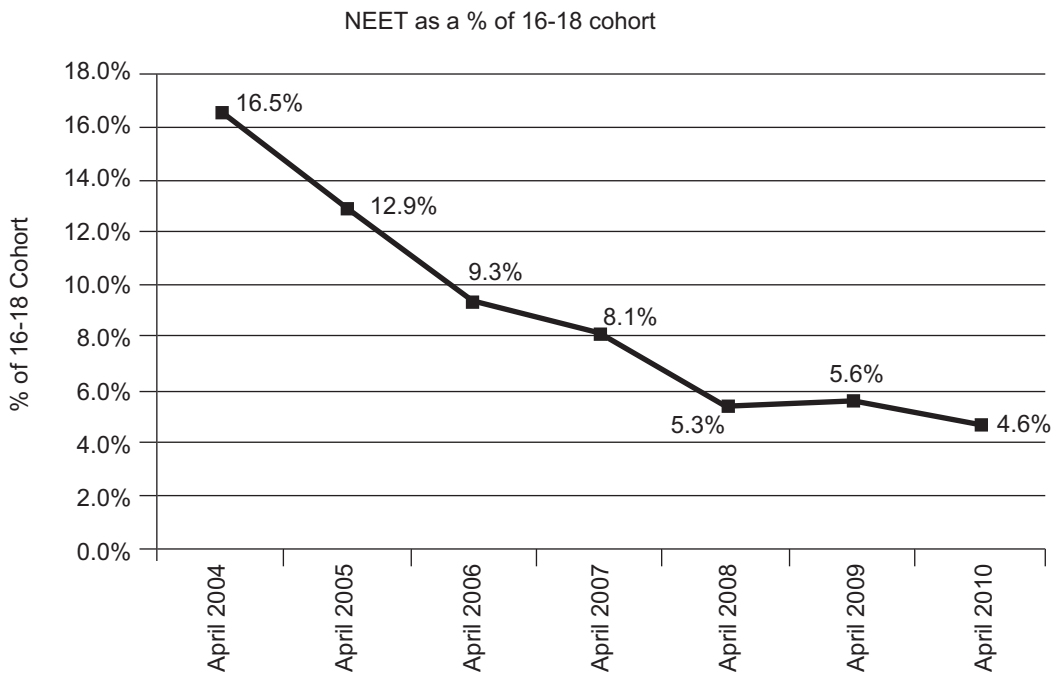
High level services like the Adolescents' Service are most effective when delivered in partnership with universal services. Unless vulnerable young people are integrated into community based positive activities how will they ever be anything other than excluded and labelled. Society will then forever carry the baggage and cost that this brings.

Some key data relating to RBKC YSDS:

- In the period 01/04/2009 to 31/03/2010 3,998 13–19 year olds attended the services from a Cohort of 10,007 13–19 year olds, giving a figure of 40% attending services;
- 56.7% of these young people participate regularly in our projects and programmes (2,261 individuals, 23% of the 13–19 cohort);
- 58.0% of attendees to date have been Male, with 40.7% female;
- 232 individuals identify themselves with a Learning Difficulty or Disability;
- 32.4% of attendees have been from a “White” ethnic background, with 27.2% from a “Black” background, 11.6% “Mixed” and 4.2% “Asian”;
- 1,871 Young people of all ages attended Sports Activities thorough YSDS in 2009–10;
- To date (2010–11) 57 young people have attended Umbrella (LGBT Groups);
- 25.6% of young people who attend our services completed a youth satisfaction survey;
- The majority of respondents were positive about the aspects of their club mentioned. 78.9% said that their club was open when they wanted it to be;
- Nearly all the respondents felt that the staff at the club were friendly and welcoming (93.9%), while 81% felt there is a wide range of activities on offer;
- The majority (70.3%) of young people surveyed felt it was important for their activities at their youth club or project to be recognised with awards and certificates. Overall 39.8% felt this was very important. Only 3.1% felt this to not be at all important;
- 20.9% of the young people have taken part in the Duke of Edinburgh Award scheme, 17.3% in AQA awards 14.8% participating in the Youth Forum and 10.9% volunteering in the community;



- Overall, 92.7% of respondents said that they were very or fairly satisfied with youth services in the Royal Borough;
- In April 2010 4.6% of our 16–18 cohort were NEET, compared to 5.6% in April 2009. The 2010 figure is our lowest since 2004;



- As of June 2009 the rolling quarterly average for Teenage conceptions in the Royal Borough was 23.5 conceptions per 1,000, compared to 25.8 per 1,000 in June 2008.

4. CONCLUSIONS

We are very aware that participation in high quality activities is associated with improved confidence, greater resilience and enhanced social skills. We also know that disadvantaged young people are less likely to take part in positive activities. Therefore our strong contention here is that youth support services work and that an integrated approach works even better. Local Authority provision allied with the third sector and other partners ensures reach into the community. It also promotes flexibility and assures quality.

Quality is the key as young people will vote with their feet. Every young person attending YSDS activities does so of their own free will. We cannot compel young people to attend YSDS activities so the attractiveness of the offer is at the core of everything we do. Hence, our ambition and purpose is to drive up standards and to improve and extend the offer to more young people.

We will need to be looking at new ways of delivering services and raising income, the reputation of RBKC YSDS for creativity and innovation will be tested even further. As money becomes tighter the expectations of public services will not drop in response. We must be fit for the challenge.

We are clear that funding will be even more closely aligned to results and that is how it should be. With this in mind consideration must be given to what those results might be, to unpick the sometimes unclear relationship between outputs and outcomes. Numbers are but one part of the evaluation process, measuring social return on investment will require much more. Effective ways to measure the overall impact on individuals and communities need to be developed and become common currency.

We also adhere to Early Intervention as a basic principle, however we strongly believe that this has to be seen as a much wider concept than just working with younger and younger age groups. We would see the most effective interventions are those which take place before problems become unmanageable and this can take place at any age. In other words prevention is better than cure and as I hope our examples have shown this is possible when services come together and universal and targeted work is seen as part of the same whole.

December 2010

Memorandum submitted by Janet Batsleer, Manchester Metropolitan University, Institute of Education

1.0 THE ISSUE OF UNIVERSALISM IN PROVISION

1.1 The significance of the period of “youth” as a life-stage and to the nation has been well-recognised since the late 19th century founders of Toynbee Hall and other University Settlements encouraged young men and later young women from the Universities of that time to connect with the poorest urban communities and offer service to them, before developing their careers in the law, medicine, the civil service or politics. The Prime Minister David Cameron’s personal intentions to support young people have been made clear and are clearly in the spirit of these long-standing traditions.

1.2 Nowadays, the need to invest in youth is well recognised internationally, especially in nations undergoing periods of nation-building, such as South Africa, and other nations still emerging from communism in Eastern Europe. In such contexts the significance of “youth” to the nation is clearly recognised. In the UK, a new period of re-building “one nation” in a context of post-crisis austerity will require a renewed commitment to the life-stage of “youth”.

1.3 Currently the UK model of youth service, with its partnership between voluntary sector and public service providers is seen as a model for the provision of youth work internationally.

1.4 Definitions of this life-stage clearly vary from one context to another, with some nations defining the period of “youth” as extending to the age of 30. Both psychological and sociological evidence suggest that the period of transition from childhood to adulthood has become extended, with boundaries blurring at both ends. Children are seen as “mini-adults” sooner, due to the impact of consumerism, and young adults remain dependent on their families for longer, as this age group bears the brunt of economic restructuring. Investing in youth work and young people will need to be differentiated in terms of age cohorts if it is to be effective through this now extended period of transition.

1.5 In 1960, the Albemarle Committee reported to the then Conservative Government and the acceptance of the report heralded what has long been seen as the beginning of the modern era in youth services and youth work in the UK. The Albemarle Committee was responding to twin crises for the nation’s youth; the impact of consumerism (in its early period in which young people were to become the new “affluent consumers”) and the ending of national service. The committee’s emphasis on “Activity, Training and Challenge” remains highly pertinent to day.

1.6 The extension of access to education post-15 is a major difference in context between then and now and must be taken into account in any new strategy. How the student community are supported in their developing citizenship and employment aspirations could be part of what is considered by a new Report.

1.7 The Nuffield Review of 14–19 Education recently articulated a clear role for youth work and the youth service in relation to consortia and networks of schools. It is vital that the strategy for youth work and out-of-school opportunities is connected to a strategy for schools and colleges. Not everything which has been found of value in education is easily or readily adaptable to measures of achievement. One of the distinctive contributions of youth work, within a wide definition of the purposes of education of 14–19 year olds, as offered in the Nuffield Review, is to help young people “find value in what is worthwhile, lead fulfilling lives, gain self-esteem, make sense of experience and become responsible members of the community”. In doing this, it will be well placed to respond to current priorities set by the DfE: child protection, SEND and employability.

1.8 The Youth Service and Youth Work has operated best when it has been conceived as a universal service open to all. There will always be a need for provisions within this universal service which include outreach and detached/experimental projects designed to provide universal opportunities to the most vulnerable and those who find it hard to access those opportunities for many and complex reasons. It is not the role of youth work and the youth service per se to respond to youth crime, teenage pregnancy and so on. These targets are best met through partnerships in which an independent, education based youth service plays its part. Such a youth service might be best conceived as part of a wider generic community education service fostering creativity and community involvement.

2.0 THE PLACE OF VOLUNTEERING AND ITS RELATION TO THE NATIONAL CITIZEN SERVICE

2.1 All the most significant traditions of youth work in the U.K.—from the Scouts and Guides and Woodcraft Folk, through the Duke of Edinburgh Award, the work of the Prince’s Trust, Youth Clubs UK, and of local authority youth and community centres—have drawn on practices of volunteering and community service. This is based in a recognition of the absolute importance of contributing to the lives and well-being of our community, whatever our personal circumstances. Dignity in choosing to volunteer service to others is important in all communities, whatever their economic status.

2.2 Many volunteering initiatives offer the opportunity to undertake inter-generational work and community-based acts of service and thus contribute to the creation of trust rather than mistrust between the generations.

2.3 There is a great deal of expertise across the sector about what is involved in supporting volunteering with voluntary and community organisations having a major role to play. It has been argued by the Audit Commission that every £1 invested in youth work generates £8 worth of voluntary activity. Youth workers are trained to recruit and involve volunteers and to sustain their involvement. Some 500,000 volunteers work with established youth services, but volunteers do not come from thin air. They need to be supported and encouraged.

2.4 The idea of National Citizen Service needs to be developed to explicitly bridge many divides that currently exist within the citizenry. As well as those between different economic groups, neighbourhoods and schools, these might include initiatives to bridge the North-South divide, cross-national and cross-regional initiatives, East-West initiatives between the UK and Northern Ireland, and inter-faith initiatives. Residential experiences must be funded on the basis that they can explicitly offer such bridging opportunities. Shared “volunteering residential” such as those organised by well-established volunteering charities could be part of such a scheme but the notion of emergence into citizenship is one that is very familiar to the youth service which could continue to offer support to young people participating in such a project which marks the moment of enfranchisement for young people.

2.5 Research by a number of charities has shown that the impulse to charitable giving is strongest in the poorest communities and deserves support there. Young people growing up outside such communities may need encouragement to become involved in citizenship projects on equal rather than merely paternalistic terms.

3.0 THE ROLE OF THE VARIOUS SECTORS (PRIVATE, VOLUNTARY AND COMMUNITY, AND PUBLIC SECTOR) IN THE DELIVERY OF YOUTH WORK

3.1 From Albemarle onwards there has been recognition of youth work and the youth service as a public good. The histories and contemporary practice of voluntary organisations, charities and community organisations can show a wealth of evidence of the long involvement of these organisations in the youth service and its development. Partnership between the sectors will continue to offer a way forward for the work, with a strong link needing to be made with the patterns of educational provision in neighbourhoods. Where schools continue to be based strongly within the Local Authority and voluntary-aided sector, the provision of youth work also needs to be guided from the same basis. The voluntary sector has historically been particularly important in supporting experimental and innovative youth work projects reaching the unattached.

3.2 It is also the case that access to important out-of-school resources for youth work in the arts, music, sport and outdoor education will need to be co-ordinated in this way. Detached and outreach work will continue to play an important role in creating relationships with young people who are not in current contact with other adults or youth organisations and this too needs co-ordination on a neighbourhood basis. The role of the Local Authority in co-ordinating services and of the professional youth worker and community development worker has been well evidenced.

3.3 Currently the patchwork of provision is hard to grasp in its totality. Mapping at a ward and a local authority level seems essential.

3.4 The vital role of the Further Education sector in supporting and developing youth work in many urban areas should not be neglected. It seems likely that professional youth workers will have a strong role to play in supporting the transition between school and college, particularly for young people following a vocational route to qualifications.

3.5 The faith sector—and not just the Church of England—clearly also have had an important role to play in supporting strongly neighbourhood focussed youth and community work. However, it is important that there is recognition of the place of professional and non-sectarian approaches within these developments and especially of the role of professional youth workers who adopt an educational and developmental as distinct from an evangelising role. Such workers contribute strongly too to the anti-radicalisation agenda.

3.6 The role of private services is unclear. No doubt there are markets to be developed here but to what it is evident that developments based on competition will largely magnify existing inequalities of opportunities in the sector, where they are based on the ability of young people to pay.

4.0 WHICH YOUNG PEOPLE?

4.1 In relation to the accessibility of youth service provision, in the New Labour years [in processes driven by targets and by best value for money indicators] there has been a move away from open-access provision. A return to an emphasis on the traditions of open-access provision could be of great value.

4.2 The lack of systematic knowledge at a national level about participation in youth work and youth service activities has been acknowledged recently in one area of specialism, that of work with girls and young women. Whilst there is a significant level of documentation in relation to accreditation and other targets, there has been little discussion in recent years of single-gender open access provision. The UK is not alone in this, since a tendency to obscure discussion of the merits and demerits of single gender and mixed gender provision has recently been highlighted in a study of youth work in Ireland.

5.0 THE PART PLAYED BY YOUNG PEOPLE IN THE SHAPING OF SERVICES

5.1 There are significant traditions across the youth work sector in the UK in which the participative practices of youth work are seen as preparing young people to play a part as adult citizens. As well as opportunities to take on age-appropriate responsibilities within organisation such as The Scouts and The Guides and Woodcraft Folk, which have both national and international arenas, there are strong traditions of democracy and association within the youth club movement, with the work of members' committees and many other practices of participative social education being the bread and butter of youth work.

5.2 Beyond this, the work of youth councils, youth parliament, young advisors and youth self-advocacy of many kinds has blossomed as a result of responses to the United Nations Convention on the Rights of the Child.

5.3 There is a limit on these practices in relation to the non-enfranchisement of those under 18 who take part in them. They are often seen as tokenistic therefore. The Youth Service linked to the citizenship service could enable these representative shadow bodies to become less tokenistic and offer clearer pathways to continuing adult involvement

5.4 Some of the strongest practices of commitment to the development of adult citizenship skills can be found in the practices of ethnic minority communities, such as those developed through the Saturday schools in African-Caribbean heritage communities.

6.0 TRAINING AND WORKFORCE DEVELOPMENT NEEDS

6.1 Specialist training for youth workers was developed post-Albemarle as it was recognised as a distinct educational profession. Since then the sector has developed a professional role and expertise at graduate level with none of the support offered to social work and teaching for example. The recently developed QAA Benchmark statement offers a full account of this of professional formation currently offered at around 30 universities and other linked establishments.

6.2 Degrees in youth and community work are recognised and valued across the jurisdictions of the United Kingdom and offer equivalent qualifications to those in social pedagogy across Europe. This professional role must be treated in parity with that of a social worker or teacher.

6.3 Institutional arrangements and partnerships which support the validation of such HE programmes must be secure.

6.4 Students must be offered bursaries on the same basis as the other professions. Fees for professional education in youth and community work must be set on the same basis as those for social work and teaching. The abolition of bands B and C in HEFCE funding may threaten to destroy the funding basis of these courses.

6.5 A relatively small cohort of 7,000 professionally qualified staff work with 30,000 trained youth support workers and an army of half a million volunteers. These staff work for local authorities and voluntary organisation. The values, occupational standards and skilled training at pre-degree, graduate and postgraduate level are the glue of the current system.

6.6 There must be a clear and funded commitment to supervision of professional formation in this area. This requires funding to be directed from Universities to practice agencies that can then support professional supervision and practice-teaching, following the model that has been developed in social work.

7.0 CURRENT COSTS AND THE IMPACT OF PUBLIC SECTOR CUTS

7.1 The Audit Commission's report on the benefits of sport and leisure activities in preventing anti-social behaviour among young people estimates that a young person in the criminal justice system will cost the taxpayer more than £200,000 by the age of 16. The young person who is given support to stay out of the system, however, costs less than £50,000. Other comparative costings include: £1,300 a year per person for an electronically-monitored curfew order; around £35,000 a year to keep one young person in a young offenders' institution; an annual average of £3,800 a year for secondary education; and around £9,000 per person for the average resettlement package after custody. Against those, £350 a year for each young person would be a small price to pay to unlock the rich benefits of community-based provision for all and to provide extra opportunities for personal and social development for those young people who, by virtue of life experience and circumstance, are so disadvantaged that they cannot successfully make use of mainstream services.

7.2 Cuts to the Youth Capital Fund and the Youth Opportunities Fund impact directly on the development and delivery of youth work which is directly shaped by the young people who are the key participants.

7.3 In authorities across the North West of England there are concerns that the level of cuts to services required will see the complete loss of generic universal provision in many settings. Such provision is the bedrock of the youth service. Without it, there will be nowhere for those offering inclusion services to young people who have been targeted as in need of intervention to refer young people to be included!

8.0 IMPACT OF THE CURRENT STATUTORY BASIS OF THE SERVICE

8.1 Since January 2007, through working in partnership with the voluntary and private sectors, local authorities have had a statutory duty to promote the well-being of young people aged 13 to 19 years-in fact, it is up to 25 years for those with learning difficulties-and to promote access to educational and recreational leisure time activities, which are referred to as positive activities. The legislation that supports youth work is described in detail in statutory guidance published in March 2008 under section 507B of the Education Act 1996. That statutory guidance sets out the requirement for local authorities to provide youth work in three areas: positive activities, decision making by young people and 14-to-19 learning. The guidance refers to the fact that educational leisure-time activities are explicitly linked to youth work methods and approaches.

8.2 The significance of investing in this age group by virtue of their status and need for support as they move into adulthood cannot and must not be underestimated as a contribution to a creative and flourishing community.

8.3 The experience of statutory regulation linked to targets however needs to be avoided and the demonstration of the value of the work should be sought through independent inspection and through research and evaluation projects which involve young people themselves in giving an account of the value of the practice, such as have been developed in the context of youth participation projects nationally and internationally.

9.0 HOW THE VALUE AND IMPACT OF THE SERVICE SHOULD BE ASSESSED

9.1 The value and impact of youth work has been effectively assessed by H.M.I. and OfSTED in the past and this promises to be the most effective model in the future. However, the need to continue well grounded approaches to evaluation remains a challenging academic task and should be undertaken by independent academics via the ESRC.

9.2 One possible and highly innovative because highly committing approach would be for the Department to commission a longitudinal study of the impact of youth work to be undertaken over a ten year cycle to create an evidence base from which all future development of practice could be assessed.

March 2011

Supplementary memorandum submitted by Janet Batsleer, Manchester Metropolitan University, Institute of Education

Janet Batsleer works for Manchester Metropolitan University where she heads the Youth and Community work team which is part of the Institute of Education and ESRI (Education and Social Research Institute). She is a member of the Secretariat of TAG (the Association of Lecturers in Youth and Community Work) and has acted as Chair of the QAA Subject Benchmarking Process for Youth and Community Work which resulted in a statement covering England, Wales, Northern Ireland and Scotland. Her publications are mainly concerned with documenting and analysing the practice of youth work as an open-ended process of informal education. They include: "Working with Girls and Young Women in Community Settings" (1996) Ashgate Arena; "Informal Learning in Youth Work" (2008) (Sage) and "What is Youth Work?" (2010) (with Bernard Davies ed) Exeter, Learning Matters Series.

THE DEBATE ABOUT EVIDENCE IN RELATION TO YOUTH WORK

1.1 Youth work is a specific practice different from and complementary to schooling, casework and youth justice services, and health and social care services. It is the evidence of the contribution of youth work to the good society which this paper addresses. In the UK youth work has long been offered in partnership between voluntary organisations and the public sector, offering opportunities to young people in their leisure time such that through voluntary relationship with supportive adults and positive association with each other their mental, physical and spiritual development is supported and their conditions of life are improved.

1.2 Graham Allen's Review of Early Intervention is very welcome and the support it offers, in the context of health and social care agendas, to work for under-threes and also under-eighteens is important, particularly the recognition of the need for special outreach provision post-16. However there are some serious issues which must be taken on here in relation to the definition of evidence.

1.3 Graham Allen's review of Early Intervention presents 19 projects which it says are based on the claims of evidence in relation to RCT's or QEDs. Closer inspection of the criteria for quality in evidence and of the nature of the projects proposed for teenagers in the appendix to the Allen Review shows, from the perspective of youth work, how limited and often school-based the interventions are and how short the timescales involved in the production of evidence (six months being regarded as being long enough to demonstrate "results over time".)

1.4 This highly contested approach to the development of evidence in the field of education shows the limitations of a positivist psychology as a source of evidence for open access youth work as a process of informal developmental education. Most of the programmes highlighted by the Allen report offer structured interventions in schools with indicators at the beginning and end of a short period of time. Usually such interventions are designed to provide "easy wins": specifying what can be measured in order to measure it reduces the notion of evidence in education to a point where the point is lost. Not everything that is of value can be measured, especially not in this way.

1.5 Allen continues a strong focus, inherited from the previous administration, on offending and ex-offenders and the children of offenders; teenage pregnancy; drug and substance misuse; mental health problems. These are the perceived problems which early interventions are designed to fix.

It is important to ask whether youth work as it is understood in the UK is actually designed to fix problems of this nature. Or does it offer something else to society which, en passant, contributes to the early intervention agenda. The reason there are so few RCT- based experiments in educational research is not that we do not know how to do experiments but rather that the results they produce are of so little assistance in the development of policy and practice.

1.6 The statutory/voluntary partnership in UK youth work (which is so admired around the world) is based in a willingness to support young people in the old fashioned terms of charitable objectives "in their development in body, mind and spirit and that their conditions of life might be improved" rather than because they exhibit behaviour needing to be fixed or an illness needing treatment. The provision of public funds to support this work is necessary to support universal provision since the well-established uniformed and faith-based organisations have historically engaged a specific and relatively more advantaged section of the population. Hence the need for publicly funded youth clubs, youth projects and detached youth work provision.

1.7 This means that other methods of generating and valuing evidence more consonant with the traditions of youth work and with British traditions of policy development need to be drawn on. The Director of the Research Institute to which I am attached, Professor Harry Torrance (ESRI,MMU) has shown in "Building Confidence in Qualitative Research" (Qualitative Inquiry June 2008 vol 14) that there is a basis for recognising the value of evidence in qualitative research in education which is different from the criteria presented by the Dartington Group of positivist psychologists in the Allen Review.

1.8 Educational research proceeds by accumulation of evidence, mixed methods, periodic systematic reviews with many issues other than scientific evaluation in play. It commonly demonstrates a mixed method, deliberative and realist approach to evaluation. There have been significant discussions of quality in qualitative evaluation in applied and practice based educational research: they have focussed on the epistemic; the technological; use value for people; use value for economy. Generally it is expected that there would be evidence of talk with collaborators and sponsors and participants in research design; discussion of validity; warrant; of appropriate focus and trustworthiness of results.

EXISTING EVIDENCE OF IMPACT

2.1 There is much evidence already available in relation to the impact of youth work practice and many studies commissioned by the Department for Education and its predecessors which constitute evidence.

These include:

- The evidence of the outcomes of their work collected for the past ten years by all youth workers employed in local authorities. This was required as a result of a particular model of evidence of results implemented by the previous Government. This evidence of learning outcomes is likely never to have been fully analysed. Your own Department has also commissioned significant studies and evaluations, for example of the Positive Activities Programmes and most recently the interim evaluation of the My Place initiative. Further evidence of the impact of youth work is often found in evaluations which go beyond education programmes eg in the evaluations of the Neighbourhood Support Fund. (2002–04).
- Many voluntary projects have also undertaken systematic evaluation of their practice. They have developed a range of models of evaluation consonant with practice, using a range of new media and participatory approaches to evaluation. This was most fully documented in Kirkby and Bryson (2002) “Measuring the Magic?” Carnegie Trust.
- The evidence from OFSTED/JAR and HMI forms a rich source which needs to be developed further: eg Merton et al (2006) “An Evaluation of the Impact of Youth Work in England”. DfES Research Report no 606 Leicester De Montfort University; “Engaging Young People” 2009 HMI 084801. Tony Gallagher will no doubt speak to this.
- A body of independent research from for example Joseph Rowntree Foundation: eg Crimmens D (et al) 2004 “Reaching Socially Excluded Young People” and “From the Wings: the role of sports and creative activities in tackling social exclusion” (Banham Report: Whitbread, 200) or Spence, J and Devanney, C (2006) “Youth Work: Voices from Practice”. Durham University with Weston Spirit. Merton, B and Davies, B (2010) Squaring the Circle and Straws in the Wind (DMU).
- A number of Ph.D. studies nationally (some of which are showcased in Batsleer J and Davies, B “What is Youth Work?” (2010) Exeter, Learning Matters) and a consistent presence of youth work based studies in peer-reviewed journals (eg most recently, (2010) Ian Finlay et al “Young People at the Margins: In Need of More Chances and Choices in Twenty First Century Scotland”. British Education Research Journal No 5.) These are strong enough to merit the recent establishment of a BERA Special Interest Group of which I am co-convenor.
- The recently published interim evaluation of the **My Place** youth centres once more demonstrates these qualities. October 2010.
- Add to this the economic analysis of the Audit Commission’s “Tired of Hanging Around” which documented the inefficiency and complexity of short-term targeted funding streams in work with young people and costed the impact of services for young people out of the criminal justice system compared with the cost of putting them through the system (£50,000 as against £200,000 per young person).

2.2 Much of the research finds over and over again the value of elements of youth work practice which is based on the following:

- partnership with young people and a centredness on their aspirations to self-government and self-direction and participation in citizenship, starting from a recognition of their identities, their strengths and potential and those of their communities;
- adult support, encouragement, direction and motivation as the critical accompaniment to group work and association;
- trusting voluntary relationships; openness and negotiation of the relationships with adults;
- non-stigmatising practice: integrating in-depth work with groups of young people in open access provision in ways which complement and support each other and maintain a non-stigmatising ethos; and
- access to a range of opportunities and a process of engagement which enable young people’s development “from point ‘a’ to a point beyond ‘a’.....” through a process of choice and negotiation with young people.

2.3 The Committee should, I argue, accept the strengths of qualitative research over time and work in collaboration with professionals and long established voluntary organisations who understand its purpose in order to continue to develop evidence which strengthens the practice of informal education supporting the personal, social and spiritual development of young people, just because they are all our future and are worth it.

2.4 Commissioning of youth work needs therefore to focus on youth work indicators of value rather than on youth work’s ability to fix a particular social problem associated with youth. Commissioning and evaluation of projects (which should be a requirement built into funding above a certain level) needs to be in the terms set out above which draw on the existing cumulative evidence and encourage a deliberative development of practice.

2.5 Economic calculation of the benefits of youth work needs to take serious notice of the Audit Commission findings in “Tired of Hanging Around” of the impact of short-term funding, multiple funding streams and multiple accountabilities on youth work projects, suggesting an erosion of up to a third of staff time being spent chasing new funding. It also explicitly highlights the contrast between the costs of keeping a young person out of prison and putting them in.

2.6 Open access youth work is found to be an important ingredient in the mix of support to all kinds of other interventions. These include; new forms of personalised learning (Futurelab research); the culture offer (Banham Report); preventing re-offending; and the teenage pregnancy agenda. Over and over again it is “youth work” as defined above, which is needed. However, without a recognition and valuing of youth work as a specific educational discipline there is a loss of understanding. Research can support the development of centres of excellence in open access youth work which will build on existing evidence and support this valuable discipline.

The econometrics might be worth investigating: currently studies of support and engagement to ex-offenders have focussed on the possible use of the DofE scheme and of sports leadership programmes. Given that social impact bonds and payment by results is questionable for open access youth work yet youth work engagement and relationship building is likely to contribute to the success of more targeted projects, it would be interesting to ask targeted work to “cost in” dependence on open access youth work. The paradox remains that open access work is desired as a way of reaching targeted groups. As Filip Cousse argues “youth work” that works isn’t targeted and youth work that is targeted doesn’t work.

2.7 In this context, the elements of time and process and voluntary relationship built on trust have over and over again been found to be significant not just for individuals but for society as a whole.

“The club at its best creates a society of personalities with a community sense, which is the essence of good citizenship... We are not concerned with the making of ‘good club members’ or ‘well-organised youth groups’, but with a much wider issue, the making of good citizens. This can only be done in a society where each member is important, where each one is given a chance to contribute something to the life of the group—the leader no more and no less than the member. It is for this reason that self-government is so important in club work.” (Josephine Brew, 1943: 12)

It is these elements which our commissioning and “value for money” indicators and processes must value above all.

March 2011

Memorandum submitted by Doug Nicholls

1. I became involved in the youth services as a youth club member in 1970. The youth centre I went to was established in 1928 within the voluntary sector by community minded local residents. This is typical of the origin of the entire youth service. Following the Albemarle Report on the youth service in 1961, like many other youth centres throughout the country, it was supported by the local authority in terms of building maintenance and the provision of qualified youth workers.

2. My youth centre in the 1970s was a source of association, friendship, fun and support. It involved me in sport for the first time. I am disabled and the encouragement I was given within the youth centre meant that I went on to play competitively in my sport at county and ultimately at national and international levels. My youth centre also taught me the benefits of collective and democratic practices and we had a very lively management committee of young people. It gave me many first time experiences including film making, financial management, outdoor education, political awareness and the general importance of good citizenship and camaraderie. It was a complement to my school education where I was fortunate enough to excel academically. So youth work involvement was by no means a substitute for me, it was a value added social and personal development service.

3. This youth centre where I had so many enjoyable and instructive experiences as a teenager is now due for closure as a result of local authority cuts. It still services a wide community and provides essential support for young people, yet it will disappear next year. There will be no replacement facilities.

4. When I went to university I was keen to retain involvement with youth work. I volunteered in a local youth centre for two evenings a week. I was working with a predominantly black community. My voluntary work was inspired by my positive feelings about my own involvement previously in a youth centre. My volunteering was sustained and only made possible by the active encouragement support and advice of the full and part time local authority funded staff who I worked with.

5. This youth centre where I had tremendous experiences as a volunteer supporting paid staff and young people in a variety of social history, identity and arts projects is now due for closure as a result of local authority cuts. It is located in one of the most deprived areas of Europe in a mainly black neighbourhood. There is absolutely no other form of provision for young people. This centre played an amazing role in ensuring community cohesion and solidarity even at the time of huge racial tensions and rioting in other parts of the country in the 1980s.

6. As I undertook postgraduate research at university I felt I would like to take on part time employment in youth work. I recognised that volunteering and being part of a mixed team of volunteers was an enjoyable thing, but I felt that if I was to make a real impact with young people and learn how to support them and informally educate them more effectively I needed to step up a gear and get training and get on the rung of professional development.

7. I became a part time worker in an area of multi ethnic tensions and huge adult animosity towards the youth population. My training by the local authority youth service was essential. I learnt how to plan informal education curricula and how to engage with young people more effectively and how to support and direct and relate to them in a way that was not teaching or social work. I learnt how to project youth work within a wider community context. The success of the youth work relationship as with all the youth work I had been involved with was that it was chosen by the young people. They did not have to engage with us as part time paid youth workers. Our work noticeably raised the self esteem and skills of young people who at that time felt hopeless and without a future and subject to unfair treatment in the community. We formed together some of the first sporting and arts projects in that area and took young people from the community on many occasions for their first experiences beyond the horizons of their local estate.

8. This youth centre where I had this invaluable part time paid employment and where our activities demonstrably reduced crime and self harming and drug abuse in the community is due for closure because of local authority cuts in March 2011. There is no other building for young people in the area and no other outreach projects to calm tensions and create positive activities in what still is a tense area.

9. Upon completion of my academic research I had a choice to make whether to go into higher education further or to choose a career in youth and community work. I chose the latter because I loved it and believed that it had a really cost effective and powerful transformative effective on groups and individuals.

10. I secured a position as head of a local authority youth and community centre which catered for all age ranges within a lifelong learning education service in an inner city area. My job was to manage the multipurpose uses of the centre by dozens of voluntary organisations, to support youth groups and community associations and encourage volunteers to manage community facilities, representational groups and programmes. This was an area of high unemployment and the encouragement and retention of volunteers was a challenge. Nevertheless it was achieved. During this period I felt that I should obtain the full JNC Qualification for youth and community workers. My local authority sponsored me to undertake this training on a part time basis. The training was an essential boost to my practice and open my eyes to the full complexity of personal and social education techniques which lie at the heart of youth work.

11. This youth and community centre where I worked is now closed because of local authority cuts. The volunteers have disappeared, the many local residents groups we formed from luncheon clubs for the elderly to youth clubs, to mums and toddlers groups and oral history associations have all gone. Crime rates in the area have soured again.

12. The youth services I was part of were regularly inspected by Ofsted HMI. We were proud to respond to a professional dedicated inspection service. This close scrutiny was vital for child protection and safeguarding reasons and to motivate improvements in delivery and practice. No such respected inspection regime appears to exist today. **Dedicated youth work inspection should be restored.**

13. The JNC qualification course which I enjoyed has also now closed. The discriminatory funding regime for youth and community courses meant that the University did not consider the course economic in the new environment. In addition the local authority that sponsored me to get vocational qualifications no longer sponsors staff in this way due to cuts..

14. JNC qualification training courses are a model of good practice as far as I am concerned. Like myself most entrants onto the courses were only selected because of their demonstrable commitment and voluntary and part time paid commitment to youth work in their communities. Unlike myself most were non traditional entrants into higher education. The youth and community profession had, despite its low HE funding base, managed to get lots of non traditional students onto high quality courses and support them through intense practice based and theoretical learning.

15. Upon qualification under JNC I was subject to a salary increase, this was not resented by the community but appreciated as a symbol of the importance of the youth and community work we did. While youth workers are equivalent to school teachers in a different educational context, their salary levels have since the mid seventies when full comparability was reached, been significantly lower. They can access the teachers' pension scheme but not teachers' salaries. A move under JNC to such equivalent salaries is highly desirable and hardly a costly matter.

16. In 1987 I had the honour of being first elected to the main national leadership position for youth workers throughout the UK and Ireland. I have been elected to that position subsequently and have spent the last twenty three years working with youth workers to enhance their status and position, defend their services, improve the professional qualifications, comment on youth policies and examine all aspects of the youth service and advocate for its expansion. I have been a member of the JNC national bargaining committee since 1986 and since 1991 have been regularly involved in the validation of training courses and the development of youth services at home and overseas. I have advised the lead professionals in several countries on the formation of their first youth services. The UK Youth Service has been highly regarded internationally and our overseas counterparts are now looking in amazement as they see it collapse. I have been closely involved with all aspects of professional formation and development. I have also written widely on the development of youth work and youth services in Britain.

17. I have been involved since 1991 with the discussions about the statutory basis of youth work. I tested the inadequacy of the prevailing 1944 Act provisions in 1991 in the High Court. From this experience work was then undertaken in England and Wales to secure the position of youth services more fully in statute. I believe that the provisions of Extending Entitlement in Wales and the Education and Inspections Act in England are now being systematically broken by most local authorities and the Minister should intervene. The Education Select Committee should consider whether it is legal for a local authority to disestablish its youth service as many are now proposing with no alternative provision whatsoever.

18. Historically local authorities failed to invest the funds that governments allocated to them for the Youth Service on the Youth Service. Despite new legislation these funds are now being not just eroded but removed altogether. There needs to be core national funding to enable sufficient provision in each local authority area. The benchmarks for this are contained in the *Resourcing Excellent Youth Services* document and I urge the committee to review these as a matter of urgency. The Youth Service will be the first public service to disappear unless urgent and immediate measures are taken to create a national service with benchmark levels of provision in each area.

19. In this context it will be clear that the development of the Youth Service since Albemarle, while being one of incremental progression, did also lead to consensus around standards and structures and resources. These were based on an important principle that there should be a service for young people that they choose to use on their own terms that is equally available in Cardiff and Cornwall, Colchester and Crewe. The Youth Service gave us the notion that there was a social right to education beyond the classroom, to access to skilled youth workers who could make a difference, listen and talk with and respect young people as no other groups did. The governmental statements in all UK jurisdictions commit themselves to this and see youth work as an educational practice.

20. The uneven levels of provision throughout the country meant that we had a growing aspiration of a universal entitlement to young people to find a voice, a place of support and comfort, health and well being, free association and fun. The door of the youth service was just about open in most parts of the country and the entire youth population could choose whether or not to enter.

21. However, if we survey the Youth Service now we can no longer say nationally there is a universal service. The extreme unevenness of provision has taken us back to the pre Albemarle period. There is a total post code lottery in provision.

22. But worse than this. In England the development of Integrated Youth Support Services and a tendency towards commissioning of services has led to pressures that have diminished the capacity of youth workers to promote universal educational out of school time services. Whole youth work management teams and youth services have been dismantled. In the formation of IYSS Services there was a resource bias towards safeguarding and casework, and various forms of targeting. As economic circumstances for young people worsened and unemployment rates soared a ridiculous vicious circle developed whereby services pretended they were effectively targeting, while their demolition of universal youth work provisions meant that in fact they were merely patching over more serious long term cracks than previously. An ideological drive, led by much of the preposterous work of the Children's Workforce Development Council tried to water down specialist professional interventions under the false premise that a generically trained worker could be a social worker one minute, youth worker the next, and welfare officer the next. The huge public investment in many of the ill considered schemes of the CWDC was a flagrant waste of money. If the youth service had been given a quarter of this a real difference could have been made. **There needs to be some direct investment in youth work workforce development.**

23. The nature of the youth service offer is that it is in the preventative end of the spectrum and ample evidence exists to prove its very high cost effectiveness and its ability to prevent expenditure by other government departments. This is why youth service cuts are amongst the most foolhardy false economies in the current spending round and why they must be reversed by a special programme of investment. The most appalling insult to youth services has been the development of the National Citizens' Service. As £300 million starts to disappear in the 365 day a year youth service, suddenly £370 million emerges to fund summer schemes. What is more these huge resources are being allocated to organisations with no track record in youth work, no professional infrastructure and no health and safety capacity. I am entirely confident that were these funds allocated to a national infrastructure of a Youth Service they would generate at the very least ten times that amount in saved expenditure elsewhere, volunteering and year round safeguarding and opportunities for young people.

24. Much policy making recently in relation to the Youth Service has been prejudiced against its local authority location. The effect of this both in resource and political terms is that there will be no meaningful local authority youth service in England to speak of by the end of 2011. There will be a resistance to ring fencing funds through local authorities for a youth service. Commissioning out and the formation of mutuals will be a flagrant waste of money. **There therefore needs to be an emergency national programme, a modern Albemarle, to form Youth Service in each local authority area combining all the structures of professional youth work in former local authority and voluntary sector organisations to deliver a properly inspected, education based accountable Youth Service.**

25. Over recent years we have worked hard to increase the Youth and Community Student intake, there are now around 3,000 youth and community students and their qualification level has increased to a degree level. There should be a guarantee of a job in a National Youth Service for these students and there should be a labour market plan to marry supply and demand more effectively to a ratio of one full time qualified youth worker to every 400 young people. **It is imperative that Parliament gives protection of title to JNC qualified youth workers as part of wider safeguarding concerns and in order to demonstrate a commitment to standards.**

26. Youth work's own development as a profession has been subject to what is now termed Big Society. For example the main validation bodies which approve of the national qualifications run almost entirely on voluntary effort and the JNC Committee which approves of standards and negotiates terms and conditions operates similarly. In addition the Academic Benchmarks and Occupational Standards for youth work were established by voluntary, professional commitment. Thousands of youth workers give voluntary time to supervise student placements. All of these voluntary efforts are now under severe strain as financial pressure effect even the small core funding streams which make such voluntary effort and professional standards possible. There is great disappointment that our Sector Skills Council Lifelong Learning UK which is the custodian of our occupational standards has not been relicensed. **The Select Committee should seek clarification on who will now be the custodian of our occupational standards and specific youth work inspections.**

27. I have remarked on the relative under-funding of youth work training. This is now being worsened with the removal of even Band C funding from youth and community courses. This will reduce the money to each university for its youth and community students. Given the non traditional entry route of youth and community students, the heavy reliance of fieldwork placements on their courses and the overall demanding requirements of their courses this will be a significant blow and already some courses are considering closure. This destroys the whole big society ethos and meaning in this sector. **There needs to be a special enhancement of youth and community course funding.**

28. The committee should carefully note the fact that there are two elements of youth and community raining of particular importance now. Firstly, youth and community workers are trained in interagency work and how to bring community partners together and sustain volunteers. This is a vital function in community cohesion. Secondly, youth and community workers are taught to fund raise. Most local authority youth services and voluntary organisations augment their main funding streams successfully through the work of youth and community workers to raise additional funding from a variety of sources. This added value is disappearing fast each day as so many redundancies begin to bite.

29. At all levels, professional development, qualification training, resourcing, infrastructure, skills development, inspection, specialist delivery, universal and targeted support, the Youth Service now faces absolute decline. The post war period of fifty years of growth and development and success since Albemarle is being torn apart. There is no mandate for this and no coherent youth policy from the government to do anything about it. The Youth Service is not just withering on the vine but being uprooted as a service providing a powerful and popular broad spectrum of services to young people. We need to urgently arrest decline and build a new service for young people between the ages of 13–25. Youth work originated in the positive faith hope and charity work of churches, philanthropists, trade unionists and political parties in the 19th century. It is now being thrown on the scrapheap. There are no positive measures to replace provision with mutuals and social enterprises. There is no great boost to the voluntary sector projects that have for so long done so much with so little with such passion. This is the first government I have been aware of that has absolutely no plan for the youth service other than its disappearance. **It is therefore vital that this enquiry leads to urgent protection and a rebirth of a new national youth service. This needs to be done on the full recognition that this is the most cost effective public service akin to the strategic benefit achieved by investments in early years.**

December 2010

Memorandum submitted by the Children's Workforce Development Council

INTRODUCTION

What is meant by young people's workers?

1. The Children's Workforce Development Council (CWDC) defines young people's workers as anyone whose primary role is to:

- enable and support young people in their holistic development;
- work with them to facilitate their personal, social and educational development.;
- enable them to develop their voice, influence and place in society;
- support them to reach their full potential; and
- help to remove barriers to young people's progression and to achieve positive outcomes and a successful transition to adult life.

2. For the purpose of this submission, these workers comprise those who are voluntary and paid, in the statutory, private and voluntary and community sectors, including leaders and managers, and who work with young people aged 13—19 and up to 25 for young people with learning difficulties or a disability.

The relationship between universal and targeted services for young people

3. Universal services are normally the setting where additional needs are identified and action begun to address them. This is evidenced by the large number of SEN assessments, Individual Action Plans and SEN statements carried out upon entry to the school system and thereafter.

4. Schools and colleges have the job of raising educational achievement. For those with additional needs, this can only be done through the combined and coordinated work of those in universal and targeted services.

5. While educational achievement is very important, it is equally important for universal and targeted services as well as families to focus on raising rounded, responsible adult citizens. This cannot be achieved by the education system alone. *Valuing young voices, strengthening democracy: the contribution made by youth engagement* (National Youth Agency and the Local Government Group 2010) shows the contribution of universal and targeted non-education services for young people in:

- strengthening local democracy;
- volunteering and strengthening local communities;
- increased accountability in and legitimacy for public service delivery;
- improving value for money in local services;
- development of political literacy;
- self-confidence and personal skills development;
- improved employability; and
- greater social capital and community cohesion.

6. Evidence from the Centre for Excellence in Outcomes (C4EO) shows that “schools are the main site for the uptake and recruitment of young people into targeted youth support interventions.” It adds: “Agencies should work closely with them to develop effective means to target hard-to-reach groups, particularly those excluded from education” (<http://www.c4eo.org.uk/themes/youth/supportanddevelopment/default.aspx?themeid=16>). The interdependence of both targeted and universal services for successful transition to adulthood cannot be in doubt. Consequently workers need training in competent joint working, a point developed in sections below.

7. It is a mistake to think that focus on universal or targeted services alone can maximise outcomes for young people. Ofsted found that “the priority given to targeted support for a minority of young people seen to be at risk had often undermined the contribution which universal youth services made to the development of young people more generally” (*Supporting Young People*, July 2010).

8. The same report also recommended robust monitoring of the impact and value for money of both targeted and universal youth services to ensure maximum outcomes. Given the great variation in economic and social circumstances across local areas, CWDC endorses this as a way to bring value for money interventions. However, we also acknowledge that qualitative outcomes such as increased well-being and social cohesion can only be crudely measured and that assessment can fall back on more easily measurable outputs such as numbers of cautions or arrests. While parts of the outcome spectrum are more difficult to measure, they should nevertheless be taken into consideration.

9. Investment in targeted services has positive impact and beneficial outcomes for universal services as well as for young people themselves. Evidence from C4EO (*ibid*) shows that targeted youth support can:

- be effective in reducing teenage pregnancies and promoting positive behaviours;
- reduce emotional and behavioural problems, including delinquency/offending, school exclusion and truancy;
- increase emotional well-being and confidence, as well as participation in education;
- bring multiple benefits beyond the problems targeted. For example, interventions aimed primarily at reducing teenage pregnancy can also strengthen participants’ confidence and sense of autonomy, regardless of whether or not reductions in teenage pregnancy occurred; and
- benefit family relationships and improve parental engagement.

10. Determining the balance of universal and targeted services is something for each local area to decide in the light of its own needs assessment of young people. In conclusion, we make a number of points developed later in the submission:

11. Firstly, it is essential to taking account of young people’s views and needs in determining the shape of services. Youth fora can be used to achieve this, at the same time strengthening local democracy and accountability.

12. Secondly, most young people progress to adulthood without the support of targeted services. But it would be a mistake to think that they do so purely through what schools and colleges provide or by virtue of their own efforts. Evidence from CWDC (*A Picture Worth Millions*, 2010) shows England benefits from a “hidden army” of over five million volunteers who work regularly with young people to support them in their transition to adulthood through sport, arts, play, leisure and other activities. They are spread across both universal and targeted services. They are an essential complement to the paid workforce and without them more young people would need the support of targeted services.

13. Thirdly, in a future where provision of services will be more fragmented due to reduced budgets and greater reliance on volunteers and the voluntary sector, training and development of workers must remain a top priority to ensure quality outcomes for young people and proper use of public money. Such training and development must include how workers from different backgrounds should work successfully together.

How services for young people can meet the Government’s priorities for volunteering, including the role of National Citizen Service

14. The contribution of volunteers to young people’s services in England is indisputable. Para 12 above shows the huge contribution volunteers make to work with young people. They are an essential complement to the paid workforce.

15. Some people find that volunteering to work with young people leads to paid or more full-time work with young people. It contributes to the economic well-being of the country as well as the holistic well-being of young people themselves. Volunteering also strengthens social cohesion. Examples of successful volunteer work with young people includes Bolton Lads and Girls Club, where a voluntary initiative has grown into a thriving community asset and inspired new generations to work with young people.

16. However, such work cannot be undertaken without skill, understanding and proper orientation. A study by CWDC (Young People’s Third Sector Capacity Building Project: a Feasibility Study—November 2009) showed that the voluntary and community sector, including volunteers, saw the following training priorities for working with young people:

- facilitating learning and development;
- safeguarding health and welfare;
- maintaining health and safety in the workplace;
- promoting access to information and support; and
- promoting equality and the valuing of diversity.

This reinforced previous studies carried out by the voluntary and community sector itself.

17. These training priorities are essential for ongoing development of workers. Such training underpins the values on which a volunteering contribution to work with young people should be based. It is difficult to implement a major initiative like the National Citizen Service (NCS) without proper consideration of how volunteers can be trained and equipped to maximise their contribution to the initiative and in particular to be able to deal with the needs of young people from different backgrounds, ethnicity and physical and mental ability, all of whom stand to benefit.

18. Thought should also be given to how young people who “graduate” from the NCS can be supported by both statutory and voluntary services. This will maximise benefits from the considerable investment to be made in the NCS. In 2009–10 CWDC trained over 5,500 leaders and managers from both the statutory and voluntary sectors in working better together and handling change. Independent evaluation shows that this has improved the joint planning and provision of services: “[CWDC’s leadership and management programmes] are widely viewed as having been a significant success, with the clearest and most immediate positive outcomes in respect of encouraging and enhancing approaches to integrated working and ... helping to support and develop relationships between the statutory and voluntary sectors” (Ecorys, *Interim Evaluation of the Young People’s Workforce Reform Programme*, 2010 [unpublished]). Such joint planning and integrated training affords the best chance of ensuring that workers continue to support young people in their personal development and make useful contributions to communities.

19. Further evidence that joint provision brings multiple benefits comes from CWDC’s work funding voluntary/statutory consortia in apprenticeship, foundation degree and postgraduate training. Early impact evidence shows:

- *high quality learners*—all consortia reported recruitment of high quality learners, confirmed by training providers, employers and young people;
- *improved placement provision*—partnership working is supporting better placement experience for candidates;
- *improved partnership working*—areas have seen improvements in regional partnership working, enabling strategic collaboration on workforce development;

- *improved partnership between service providers and training providers*— areas have benefited from new relationships with training providers. Employers have influenced the content of learning programmes; learning providers have informed employers in regard to knowledge, theory and practice; and
- *stronger integrated working stemming from joint training*—areas have seen stronger integrated working, for example through common induction.

20. Further study is ongoing; however, this early evidence suggests that joint training and working across voluntary and statutory sectors produces better workers; drives up the quality of training provision locally; and makes organisations more sustainable.

Which young people access services, what they want from those services and their role in shaping provision

21. CWDC is submitting evidence on the role of young people in shaping provision.

22. The participation of young people in shaping provision is essential to enable services to best meet the needs of those they aim to serve and is in line with the principle of accountability. Evidence shows it helps young people mature into responsible adult citizens and builds political literacy, self-confidence, personal skills and greater social capital and community cohesion (see paragraph 5 above).

23. The role of young people can benefit any or all of the stages of project delivery: design, capacity-building/procurement, implementation and evaluation.

24. It is important to ensure that the young people involved are representative of the client group as a whole in terms of gender, ethnicity, disability, geographical location and other relevant factors. Not least, this gives any supply of services greater credibility in the eyes of young people themselves.

25. The workforce has much experience in training young people to express their views freely and in facilitating their involvement. Sometimes adults need training to understand better and accept more fully the value young people can add as a result of their participation. Such considerations will provide a better overall return for planners, commissioners and providers.

The relative roles of the voluntary, community, statutory and private sectors in providing services for young people

26. We refer the Select Committee to the evidence submitted in paragraphs 19–20 above. In addition:

27. In May 2010 CWDC commissioned the Thomas Coram Research Unit, University of London, to conduct a review of the effectiveness of integrated working and its impact on outcomes for children, families, the workforce and agencies in the sector—see <http://www.cwdcouncil.org.uk/research/reports#8>.

28. The study shows that what works best is intervention models addressing family problems such as marital conflict and parental depression “in the round”. A successful model was multi-agency and professional teams promoting a young person- or/ family-centred approach. This:

- improved accountability and transparency among services;
- improved co-ordination of services; and
- reduced duplication of service provision.

29. These results extended to children with disabilities as well as those with other problems.

30. The study found that where the voluntary sector worked more closely with statutory agencies there was improved access to services and more flexible service provision.

31. The study also pointed to the multiple benefits of such models, notably in improving the achievement of young people at school. Multi-agency and professional teams dealing with children facing difficulties helped raise their engagement with learning and academic attainment; were instrumental in improving behaviour; and contributed to improved well-being and stronger family relationships. Those teams which based their work in schools also contributed to better school attendance and reduced fixed-term exclusions in secondary schools.

32. There were also signs that a multi-agency approach to reducing youth offending and anti-social behaviour had the effect of changing attitudes and behaviours that might signal youth crime and anti-social behaviour and led to improvements in family relationships and reduced risky behaviour.

33. Overall, the study found emerging evidence that integrated working can produce cost savings which can be reinvested in services.

34. The study went on to describe some of the conditions necessary for improved outcomes from integrated or multi-agency working to be more guaranteed. These included:

- strong managerial support for staff undertaking a coordinating role in multi-agency or integrated teams;
- careful attention to needs assessment in the planning and commissioning of services; and
- training to ensure the quality of assessments.

35. While integrated or multi-agency working is by no means a “magic formula” for improving achievement, the evidence in this study shows that it can and does work. Piecing together a network of workers in and around school to support vulnerable young people and families, whether wholly statutory, or a mixture of statutory, voluntary and private sector, is likely to be more effective if integrated or multi-agency approaches are adopted. This has implications for the ways in which staff, managers and leaders are trained and for their continuing professional development. There is also evidence that such approaches yield better value for money.

36. The benefits of joint training between sectors are covered in the response to the next question.

The training and workforce development needs of the sector

37. CWDC consultations undertaken in autumn 2010 on proposed apprenticeship and foundation degree frameworks for integrated youth support showed that employers welcome flexible qualifications that develop broader skills sets and strengthen integrated working practices, enabling flexible deployment of trainees whilst promoting learner choice (CWDC consultations, to be published).

38. The Thomas Coram study referred to in paragraphs 27ff above (<http://www.cwdcouncil.org.uk/research/reports#8>) showed that where different sectors of the workforce trained together, benefits included a greater awareness of other professional roles and what they could offer to young people and families; a greater ability to manage concerns about professional identities; and a positive impact on attitudes, perceptions, knowledge and skills.

39. The study also showed signs that the joint training of a range of different professions in a work-based environment, combined with academic study, provided benefits both for learners and host agency.

40. Continuous professional development as well as initial training can also improve workforce performance. The study showed that well-developed and embedded common practices led to:

- improved parenting;
- better relationships between families and schools;
- improvements in school attendance and learning;
- better and faster multi-agency working; and
- greater awareness of the range of services available to support young people and families.

41. Such well-embedded practices come about only through coordinated and well-planned training for all workers. In an era where services for young people are increasingly likely to be outsourced, it would be a mistake for commissioners not to set staff training and development requirements for successful bidders and for bidders themselves not to offer well-trained and developed staff to carry out commissions.

42. These findings are reinforced by evidence from C4EO that successful targeted youth support involves systematic staff training and ongoing support. C4EO also found that training and support should be integrated into the design of the intervention in order to gain maximum benefits. This has implications for the initial and continuing training of staff from a range of services and disciplines (see <http://www.c4eo.org.uk/themes/youth/supportanddevelopment/default.aspx?themeid=16>).

43. CWDC is currently undertaking a major employer engagement exercise with the private, voluntary and independent employers in its sector to assess their views of workforce needs. Initial feedback shows employers currently see the following kinds of training as most important:

- *leadership and management skills*—including skills of change management; managing volunteers; developing the business; and effective internal policies and procedures;
- *business skills*—such as income generation, commissioning and tendering, accessing social funding, project/contract management, impact measurement, risk assessment, IT, negotiation and mediation skills; and
- *communication and effective practice skills*—including the ability to communicate better with young people and better awareness of safeguarding.

44. Caring effectively and successfully for young people is not solely the preserve of those in the young people’s workforce. There is a range of workers in health and social care whose contributions underpin the development of young people as mature and responsible citizens able to participate successfully in schools, colleges and society.

45. In respect of the social care workforce, employers tell us that they need clear and easily-accessible information and clear progression frameworks and pathways that enable them to:

- understand what training is suitable, recommended and required for different levels of staff;
- recruit the best staff;
- encourage talented and committed people recruits through increasing understanding of the roles and opening more flexible entry routes; and

- recruit leaders able to sustain employee motivation, with leadership skills around commissioning and working in new markets; new business models; managing change; and managing and leading volunteers.

46. Young people in care are among our most vulnerable groups. School attainment of young people in care is markedly below the attainment of those outside this group. Both foster carers and residential workers require appropriate skills and knowledge in order to meet the needs of these young people. Yet there is a shortfall in the recruitment of foster carers, with an estimated 10,000 more foster care homes needed (*Tapsfield & Collier*) and a high turnover of residential workers of 8–12% (*State of the Children's Social Care Workforce 2009*).

47. Allied to this workforce are the approx 24,000 workers in the Learning, Care and Development Services workforce, who work across and outside schools and colleges to remove barriers to learning and overcome obstacles in young people's lives, often through out-of-school activities designed to create a step change in their attitudes to learning. As evidenced in paras 27 -34 above, a multi-agency approach improves attainment and the overall lot of vulnerable families. If the training needs of those who work with young people on an informal basis is accepted as essential, so must the training needs of those who work alongside them to support young people in schools themselves. Evidence shows that multi-agency training can be very effective in promoting better partnership working and better attainment of young people.

48. We accept that questions about formal guidance lie outside the terms of this inquiry. However, many studies point to the fact that young people go primarily to people they trust for their information, advice and guidance and not necessarily those in formal guidance services (see for example *Young People's Views On Finding Out About Jobs and Careers*, British Youth Council, National Children's Bureau and Young NCB, October 2009). This implies that all workers need to know the limits of their skills and expertise and to be confident about signposting young people to those who are skilled in these areas. Training in the Common Core of Skills and Knowledge for the Children's Workforce (see <http://www.cwdcouncil.org.uk/common-core>), which many local areas use at induction and which are being incorporated into National Occupational Standards and relevant qualifications, should equip workers in these ways.

49. We also refer the Select Committee to the evidence submitted in paragraphs 19–20 above on joint voluntary and statutory sector training and to the evidence submitted in paragraphs 21–25 above on the role of young people in provision. At every level of training, the involvement of young people can add value and improve results.

December 2010

Memorandum submitted by Changemakers

1. INTRODUCING CHANGEMAKERS

1.1 Changemakers unlocks the leadership potential of young people. Whilst there are over 10 million 18–30 year olds in the UK, they are woefully under-represented in positions of power and influence. We think that many of our country's biggest social and economic challenges could be overcome if we effectively harnessed the leadership potential of young people. We plant young people in real situations with real problems to learn, as well as lead, and in the process develop a new generation of leaders.

1.2 Our ambition is to create a world in which more young people have the confidence to lead in business, public life and society at large, and everyone understands we need them to.

1.3 Changemakers has a unique perspective on youth services, combining on the ground experience of working in local areas across the UK with strategic involvement and policy engagement at national level. This means we are well placed to respond to this inquiry in to the provision of youth services.

1.4 We are interested in this inquiry because we have a vested interest in the services offered to young people. We would like to contribute our views to ensure that improvements can be made in relation to these services.

1.5 In our response we aim to set out some of the problems and challenges of the current model of youth service provision and support a debate around how to develop a more flexible, user centred approach to the delivery of youth services which engages a wider range of providers. In particular we focus on ways in which voluntary sector organisations can be encouraged and supported to develop services which simultaneously respond to user demands and provide better value for money for the public purse.

1.6 This paper will outline Changemakers' views on the issues raised as part of the Select Committee's Inquiry into the provision of services for young people.

2. *The relationship between universal and targeted services for young people*

2.1 In general, much of what is currently provided by local authorities for young people is targeted at the disadvantaged or hard to reach. We would be interested in further research on the take up of universal services and in particular the level of take up across social groups. We believe that in many areas even universal youth provision is in the most part accessed by those for whom there is no other option. The impact of this is that more informal opportunities for social mixing are being eroded or disappearing altogether. In this way the

same segregation which frequently occurs in the education system is being reinforced out of school and a critical part of children and young people's social development- getting to know people from different backgrounds—simply isn't happening.

2.2 A six week summer programme for 16 year olds, as planned by NCS, can certainly help to create a greater element of social mix in young people's lives. However, we need to identify ongoing opportunities for this to happen, and before young people reach the age of 16. We believe that new ways of delivering youth services such as our proposals in section 4 below would help to support greater integration between different social groups which would promote improved community relations.

3. How services for young people can meet the Government's priorities for volunteering, including the role of the National Citizen Service

3.1 Changemakers has worked successfully with young volunteers over many years to support them to engage constructively in their communities. Through supporting young people to design and deliver services for other young people in their community not only are we able to give them a chance to develop personally, gaining confidence, leadership skills and ultimately making themselves more employable, but also they are providing much needed provision for their peers. By supporting organisations which operate in this way, the Government can both support and encourage volunteering and develop a wider range of youth provision focused on local needs.

3.2 For example, in Birmingham a young person taking part in a Changemakers programme designed and delivered a project to create a girls cricket club. She had noticed that girls in the local area, who were predominantly Muslim, wanted to play cricket but felt uncomfortable about joining the existing cricket club which was targeted at boys. Her project attracted 25 girls over six sessions last summer and most participants reported a greater sense of self confidence as a result of taking part. She has made plans for this project to be sustained by a local organisation to either set up the club again this Easter or to provide more cricket coaches to local schools.

3.3 Particularly at a time of reductions in public spending, supporting young people to design and deliver services for their peers is a highly cost effective approach, and ensures that limited resources are targeted most effectively.

3.4 We feel strongly that in order to maximise the value of the NCS programme for individuals and for local communities, there should be a strong element which seeks to encourage and support and train young people to enable them to provide services for their peers in their community. Changemakers would like to see the NCS have a strong focus on giving young people the skills and confidence to design and deliver their own services.

3.5 We would like to see more thought given to the "post NCS" experience for young people who wish to volunteer in their community. Given that much of the current infrastructure is likely to be reduced and remodelled (for example, the involved programme and local Volunteer Centres) it is important that young people who have been through the NCS programme have an outlet and support for the excitement and enthusiasm for community involvement their experience will have created.

4. Which young people access services, what they want from those services and their role in shaping provision

4.1 As mentioned in section 2 above, nearly all young people access services. However, the vast majority of these services are outside the traditional statutory provision, being provided in informal voluntary settings or by private operators. Wherever services are provided, Changemakers believes it is important that young people are truly involved in shaping provision.

4.2 There is no lack of demand from young people for services which meet their needs. However, at the moment it seems that local youth services are either unwilling to listen to these needs, or are unable to respond in a meaningful way. Changemakers believes that young people's involvement in shaping the services which affect them is crucial, and we have many years' experience of enabling this to happen in a diverse range of places across the country.

4.3 Through one of Changemakers' programme one young person designed and delivered a one day development programme for 16–18 year olds in West London with the aim to inspire and engage them to aspire higher. She had noticed a need for this kind of event to provide information on careers and talk through the necessary skills within the local community. She organised two workshops, the first on information about different careers and the second session focusing on the skills required, eg public speaking and networking. Following these workshops, the participants were directed to a range of volunteering opportunities. The whole project called Inspire me; Inspire you aims to equip young people from different backgrounds with the confidence and skills to fulfil their potentials and make informed choices about their activities so that they are better equipped for further education or employment.

4.4 Put simply, a far greater proportion of youth service budgets should be controlled by young people. There is absolutely no reason why young people can't be trained to be highly effective commissioners, and all the evidence suggests that the decisions they make result in better utilised, more effective and more efficient

services. This approach is particularly useful for the design and delivery of larger scale services, which rely on a degree of central planning and determination.

4.5 In analysing why youth-led commissioning hasn't become more widespread, we believe the issue of incentives is crucial. Central government has attempted to persuade local authorities to adopt this approach through, for example, Youth Opportunity Fund and Youth Capital Fund. However, it has been difficult to persuade local authorities to adopt these principles more widely across the full range of their youth provision, and the end of ring fencing of these budgets means these approaches may no longer be supported. In addition, we have found it difficult to move local authorities' thinking beyond a narrow definition of youth service provision to engage young people more broadly in how spending decisions in their local area are made.

4.6 We propose, therefore, that central government should provide a genuine financial incentive for local authorities to adopt youth led commissioning. This could be achieved through the establishment of a central government "match fund" which would be allocated to local initiatives which followed the youth led commissioning approach.

4.7 Organisations such as Changemakers could be commissioned by central government at relatively low cost to provide the necessary capacity building to enable local authorities to move to commissioning services in a more youth led way. This approach would also ensure that the commitment in "Aiming High" that, by 2018, 25% of youth expenditure should be controlled by young people themselves, would be achieved, or substantially exceeded.

4.8 We are interested in engaging with the Government's participatory budgeting agenda and will be exploring ways we can work with the Participatory Budgeting Unit in the near future. We believe that young people have a real role to play in making sure that they influence the decision making on the spending and priorities for a defined public budget.

4.9 Changemakers has over a decade's experience of supporting young people to commission services in a wide range of settings. We have recently commenced delivery of a £5 million Lottery funded contract which will create a new cadre of youth commissioners in a number of local authorities across England. The objectives of the project are to ensure that young people can have a say in the services they want and have a meaningful role in how provision is shaped. Currently we have five local authorities participating in this scheme, which include Islington, Hertfordshire, Birmingham, Newcastle and Darlington.

4.10 For example the Young Commissioner working with Hertfordshire County Council has focused on the sexual health services provided by the local authority for young people. Katrina has consulted with their peers in the local area to find out which services they use, which they don't use and why, including asking about their fears about confidentiality. Following this consultation with service users Katrina will feed this information back to relevant employees within the Council to ensure that when they next commission services they meet the needs of the people using them. As a result the Council has truly involved service users in shaping provision but at the same time, they have not wasted scarce resources on services which aren't going to be used or which are ineffective. The Young Commissioner has been given an important insight into how to decision making in her local area and it is hoped use this to maintain an interest and engagement beyond the project.

4.11 We have consistently found that young people are very adept at recognising the needs of their peers and designing innovative services which are popular with young people. We feel strongly that involving young people in designing and delivering their services benefits individuals, local communities and wider society, and would like to see youth led commissioning supported and encouraged throughout the UK.

5. The relative roles of the voluntary, community, statutory and private sector in providing services for young people

5.1 Whilst the general trend within local delivery of public services has been towards a commissioning model, with a diverse range of providers from the private and voluntary sectors delivering alongside state run services, local youth provision has largely avoided moves in this direction.

5.2 There has been very substantial resistance to marketisation of youth services compared to other local services, for example health and social care, environment and waste and leisure, where voluntary and private sector providers have been able to secure a substantial market share. One voluntary sector Chief Executive of a health and social care organisation, who recently started operating in the youth sector, commented on how surprised he was at the difficulty of gaining a foothold in the local market, even with substantial seedcorn investment from the DfE. He believes that the youth sector is "twenty years behind" health and social care in this regard.

5.3 Many successful and popular voluntary sector programmes could be developed and expanded if we were given greater opportunities to access funding from existing statutory budgets. Changemakers would also argue that, whilst the voluntary sector shouldn't be seen as a "cheap option", we can deliver many existing services more cheaply and efficiently than the statutory sector, and our ability to innovate and respond to the needs of our stakeholders cannot be matched by public sector agencies.

5.4 Changemakers believes that the introduction of personalisation in the youth sector could open up the market and allow the voluntary sector to play a much greater role in the delivery of services, drive up quality of provision and drive down cost.

5.5 We propose that consideration be given to how to allocate a proportion of youth service expenditure directly to young people, perhaps through the introduction of a personal “activities account” or statutory entitlement for every young person. Funds could be spent on any approved youth activity and be subject to an element of means testing, with young people from disadvantaged backgrounds getting more government support. Accounts could be topped up by parents and carers, much like a child trust fund. Young people could earn credits through achieving particular personal goals, or making a positive difference in their community.

5.6 In London we are exploring ways in which the Oyster card could be used as a mechanism for accessing youth services with the card being charged by parents, statutory agencies and young people themselves.

5.7 We believe that this concept would quickly make youth provision more responsive to the needs of young people since they would simply “vote with their feet” for less popular provision. It would open up the market to a wide range of organisations who do not currently consider themselves to be youth organisations per se, and encourage them to improve the quality and expand the quantity of their current activity, driven by market demand. It would also fairly remunerate those organisations, who are already providing a substantial proportion of overall youth provision but currently receive no statutory funding for this.

5.8 Intermediary organisations, such as Changemakers, could be contracted to build the capacity of providers who wish to participate in the scheme to work with young people. We have already delivered this capacity building approach very effectively to volunteering organisations who had not traditionally worked with young people through funding we have received from v to develop the local volunteering infrastructure in 15 local authority areas across England.

5.9 The local authority’s role would then be to become the “honest broker”—helping young people and their families to navigate the market (in much the same way as is happening with personalisation of social care for the elderly and disabled), as well as fulfilling a quality assurance and safeguarding remit, and deciding which organisations and activities should be on the “approved” list. This could also retain a delivery function where this was deemed appropriate or necessary.

5.10 Undoubtedly it will be argued that young people are “incapable” of making sensible purchasing decisions for services in this way. However, the same argument was made about elderly and disabled people in relation to personal care, and this has proved unfounded.

6. The training and workforce development needs of the sector

6.1 Changemakers is highly sceptical about the workforce development agenda.

6.2 A very substantial amount of money and resources has been invested in this area over recent years. The agenda assumes that “professionalization” of the youth workforce is an important and desirable outcome. Our view is that “professional” youth work is an essentially protectionist concept, peddled largely by sector bodies and the youth work unions, which ignores the fact that 95% of youth provision is provided by volunteers.

6.3 Changemakers does not believe that a professional qualification is necessary to be effective in working with young people. Indeed many of the best “youth workers” we know would not describe themselves as such. This includes most of our own workforce.

6.4 The real workforce development need in the sector is to encourage more adult volunteers to get involved in delivering activities for young people. The uniformed youth organisations have some 50,000 young people on their waiting lists because they do not have enough group leaders. Many people are put off from getting involved because of fears around the safeguarding agenda and the bureaucracy and intrusion this process can sometimes entail. A simplification of this process would therefore be welcome.

6.5 Clearly a largely voluntary workforce needs to be supported, trained and developed to ensure provision is safe, effective and of high quality. We would prefer to see energy and resources being directed towards this objective, rather than into the so-called “professional” side of the workforce.

6.6 In addition Changemakers believe that there is a need to develop the skills of those commissioning youth services to enable them to embrace youth led commissioning and participatory budgeting.

7. The impact of public sector spending cuts on funding and commissioning of services, including how available resources can best be maximised, and whether payment by results is desirable and achievable

7.1 As discussed in sections 3, 4 and 5, above, Changemakers believes that the application of personalisation in youth service provision, an increase in user-led commissioning and a transition towards community led service delivery are ways in which we can ensure that we maximise the resources available.

7.2 Changemakers has often experienced micromanaged statutory contracts which require us to deliver in ways which we know to be suboptimal. For example, one recent contract we delivered required us to create a

set number of staff posts to a set format, even though we knew that we did not require such a high level of staff resource to deliver the contract effectively.

7.3 We would welcome a review of the way in which local authorities commission services from the voluntary sector. In particular we would like to see a much greater focus on outcomes and social return on investment which we believe would not only create higher quality services, but could also save money. We would certainly be willing to negotiate lower fees in return for greater freedom in how we deliver, whilst still ensuring that we are accountable and delivering positive impact.

8. *How local government structures and statutory frameworks impact on service provision*

8.1 Despite the long standing commitment of central government to greater involvement of the voluntary sector in the delivery of youth services, the reality on the ground is often very different.

8.2 Many local authorities are still stuck in the mindset of believing that they must deliver most or all of their services in house. This creates a sense that commissioning of services is a “closed shop” into which it is often difficult to break.

8.3 We believe there is still a long way to go in terms of changing this culture. Greater education and support for local commissioners, some of which is already happening, would help to improve things.

9. *How the value and effectiveness of services should be assessed*

9.1 Changemakers would like to see a fundamental shift in the role of local authorities so that they have a much stronger quality assurance and safeguarding remit. We believe that if we were to develop the concept of personalisation for youth services, young people would be able to exercise real choice and unpopular or ineffective services would not survive.

9.2 We would see a key role of the local authority to maintain an “approved” list of providers who meet a range of key criteria which are determined locally in collaboration with young people and elected councillors.

9.3 Where there are any concerns about lack of provision in any areas or for any specific groups of young people, we would want to see the local authority supported by organisations such as Changemakers working with those young people to involve them in the shaping of provision to ensure that their needs are met and that their views are truly listened to. A strategic programme to support local authorities to develop and nurture young people as effective young commissioners would ensure that services meet the needs of young people.

December 2010

Memorandum submitted by the Community and Youth Workers and Not for Profit National Industrial Sector, of Unite the Union

1. This submission arises from the national considerations and policies of the largest and longest standing organised grouping of youth workers, full time, part time and volunteers. Our origins go back to the first youth workers’ organisation in 1886 and we have represented the profession on all relevant bodies throughout the UK and Ireland since then. Our organisation was represented on the Albemarle Committee 1958–60. We played the first role in the professional validation of training and youth work qualification.

2. Youth work has been a professional area largely free of the safeguarding problems and other tragedies that have been evident in other areas. Where there have been problems these have been where individuals lacking qualification or proper experience in youth work have decided to call themselves “youth workers” for personal status or to obtain funding. **There simply has to be Parliamentary protection of the title youth worker. This should be linked to obtaining JNC recognised qualifications for Youth Workers and Youth Support Workers.**

3. Unless this Education Select Committee recommends immediate action, what is left of the former Youth Service will no longer exist after about June 2011. There are many proposals to completely remove the Youth Service from local authority provision altogether. There are many other proposals to so badly cut the Youth Service that talk of universal provision and access and sufficiency of provision will simply be impossible. **Both local authorities and the government are completely overlooking the provisions of the Education and Inspections Act and urgent measures are needed to enforce these. Currently the government appears to be standing back and allowing this vital service to die.**

4. The Albemarle Report recommended the creation of the modern Youth Service and investment in its key structures at a time when the national debt was twice as high as a percentage of GDP as now. There was a recognition from its outset that public funding into youth work was exceptionally cost effective. **We hope that the Committee will carefully consider the analyses of cost effectiveness in youth work undertaken in the past by the Audit Commission, the National Foundation for Education Research and the National Youth Agency amongst others.** The Youth Service is cost effective in a variety of ways and it helps reduce expenditure in other services such as for example the criminal justice system. Also youth workers generate huge amounts of volunteer workers’ time and raise over a third of the total government spend on youth services

through other fund raising activities. **We believe that the Committee should recommend urgent investment to sustain a national service and that funds dedicated to the National Citizens' Service could be usefully redirected into our 365 day a year Youth Service.**

5. In order to avoid the collapse of the Youth Service the government should strengthen existing legislation. Legislation should be introduced that creates a clear funding stream to provide in each local authority area sufficient resources and staffing as identified in the document *Resourcing Excellent Youth Services*. New directly funded mechanisms bringing together all voluntary sector and relevant local authority partners should be established. Their provision should be inspected as a discrete service.

6. We believe the committee should take as its basis for understanding the term youth work the national occupational standards as established by Lifelong Learning UK. **Given that LLUK has not been re licensed, the committee should establish how these standards will be governed in future.**

7. We hope that the committee will carefully consider the document *The Benefits of Youth Work* which sets out the multifaceted benefits to society of this area of work. In addition we believe that the Local Government Association's publication *Valuing Youth Work* should form essential background to the committee's consideration. Similar documents prepared for the government during the passage of the Education and Inspections Act by the National Youth Agency like *Spending Wisely* could be usefully re examined.

8. Because of the disproportionate cuts to youth services that have taken place since May 2010 and that are proposed for early in the New Year, we can no longer talk meaningfully of the provision of a universal service throughout the UK. We have returned to a postcode lottery situation. The organisation in England of former Youth Services into a variety of organisational models within Integrated Youth Support Services has meant that generic, open access provision such as youth work has been replaced by inadequate so called 'targeted provision' arrangements. A social work and casework approach has developed at the expense of personal and social education offers predominant within youth work. The result is an illusory chase of ever more severe targeted and problem issues and the portrayal of young people as problems and victims. The long term relationship building and educational and empowering approach of youth work provides an essential backdrop of youth provision which reduces the number of individual difficulties for other services. It is a huge false economy to cut youth services and the break up the fabric of voluntarily chosen services which support young people.

9. Youth workers everywhere are seeing their service infrastructures collapse and their specialist method of work for which they have been trained made redundant. Yet they see more money being invested in the National Citizens Service at the same time. Within the Youth Service a rich history of organising residential and international exchange work has developed. A proud record of health and safety in such activities has been achieved. The skilled use of residential time with young people as part of an ongoing programme of work with them is a major feature of the youth service. There is real fear and concern that the shift of resources to largely untried and untested summer schemes which do not require skilled youth work support, proper educational inspection and health and safety monitoring will be inadequate, potentially dangerous and highly cost ineffective. Positive residential experiences and self chosen education programmes should only be seen as an integral part of social and personal development with groups of young people, not as an alternative to it. There are deep concerns about the likely beneficiaries of such programmes and the reality that most young people who enjoy and need youth work will not be touched by them. We urge the Committee to consider very deeply the likely impact of such temporary schemes run by non qualified workers and organisations with little or no experience in the field of youth development.

10. By its very nature the Youth Service and the youth work method are historically the main ways in which young people outside school and work have developed civic pride and community responsibility and productive volunteering. Indeed an experience of voluntary youth work is an essential requirement for progress on the training ladder to youth work qualification. Youth and community workers are defined by their capacity to inspire, train, motivate and sustain volunteers. The financial value added nature of this work is extraordinary. Whereas other services seek to tackle social problems and young people's issues through a targeted or professional delivery model, youth workers approach the matter with young people and communities concerned. Hence the strategic impact youth work has on such things as crime and drug reduction and improved community cohesion. To cut this work as well as directly cutting grants to voluntary organisations, cuts society's capacity to nurture volunteering. It is a complete contradiction of the government's Big Society agenda.

11. Because youth work plays a central role in encouraging social responsibility and empowerment it is hardly surprising that it is as a result of skilled youth workers that most forms of youth self governance are developed. This takes myriad forms from the countless thousands of young people involved in managing their own youth projects, youth centres and associations, to the thousands of young people involved in Youth Councils, and the entire structure of the UK Youth Parliament. As youth work jobs disappear so too do these vital components of youth democracy.

12. Uniquely the Youth Service is established with young people for them to assist in shaping provision. Many youth councils and groups successfully manage significant local and national funds and find a particular voice to complement official structures in securing a voice for young people and their rights. This was encouraged in statute by the Education and Inspections Act but as the collapse of services now emerges, young

people are very often the last to hear of plans to close provision for the, **The Committee should request that the government issues an urgent reminder to local authorities that they are required under law to engage young people in decision making about services that affect them.**

13. The Youth Service in its modern form was distinctively characterised by its partnership with between local government and voluntary organisations. 70% of the funding of the latter depend on the former. Very few private companies have ever been involved in sustained youth work provision and a couple of attempts to commission out services to private companies have failed and led to services being taken back in house. The Youth Service is a non fee paying service and requires public subsidy. Historically public funding for the Youth Service has reflected a view that the state should provide a universal service for young people regardless of race, political inclination, religion, gender, disability or creed. The voluntary sector has been composed largely of organisations linked to particular faiths, interests, or cultural inclinations. While this diversity is welcome and hundreds of thousands of young people chose to be involved in youth organisations as diverse as the Boys and Girls Brigades and Woodcraft Folk, there has to be a guarantee of a bulk of provision that is impartial and has as its focus the development of young people as young people and the promotion of the power of youth in its own right. Youth people choose to be involved with the Youth Service because it supports them on their terms. The Youth Service should not choose young people to support it because they agree with its ideological leanings or its culture. We believe that this humanitarian and non sectarian base of the modern Youth Service which stems from public funding is a vital part of community cohesion. The Youth Service proper should help young people make reasoned lifestyle and other choices, it should not choose these for them. However, the current local authority cuts potentially threaten the current reasonable balance in provision and encourage more unregulated and amateur providers whose interests may be profit or some form of ideological patronage. Organisations subscribing to the occupational standards, with a sufficient professional infrastructures and robust health and safety and other professional procedures and open to accountability and transparent inspection should be and have been the core of youth work.

14. The training and workforce development needs of the youth work workforce have been very well set out in the Lifelong Learning UK workforce programme and we strongly recommend that the Committee considers this. It includes the consensual commitments in the sector to professionalisation, the protection of title of youth worker, the provision of ongoing training, the development of appropriate licensing and so on. Our grave concern is that the excellent incremental progress that has been made in the last fifty years from the time of the very first emergency one year courses is now likely to disappear. **We urge the Committee to take urgent steps to reverse the potential decline.**

15. The general cost effectiveness of youth work has been commented on by various bodies consistently. Its rising standards have despite many great odds, been commented on in the last two Ofsted Reports which **we hope the Committee will consider.** This historic underfunding of the service has meant that it has probably achieved more with less with better results than any other public service. Its reward for this is that now it could be the first public service to disappear. The cuts are so severe that in so many areas that there are really no resources left to maximise and payment by results would be impossible to implement. In general terms while youth work results are difficult to measure and models developed elsewhere for such measurement in early years for example are not entirely appropriate in this sector, it is patently obvious to the police, adult community activists, young people and social service agencies what it costs others when a youth worker is made redundant or a project or centre closes. **We would want to present further detail of these matters in oral evidence to the Committee.**

16. Youth Services have been badly treated in Integrated Youth Support Services and in Commissioning out. The result is they are being abandoned. Central Bedfordshire, Warwickshire, Southampton, Tameside, Buckinghamshire, Northamptonshire, West Sussex, Somerset, Gloucestershire, Suffolk and Norfolk are just the tip of the iceberg in the demolition of youth services. Given that local authorities have, we believe, exercised non statutory discretion in their withdrawal of youth services and many of these will disappear before the Committee deliberations are concluded, the Committee will have to propose emergency measures, as Albemarle did fifty years ago, if it is to seriously defend these vital services young people have built and benefit from. In many areas where services are being withdrawn our members and other agencies are genuinely fearful of unprecedented levels of social breakdown and reaction.

December 2010

Memorandum submitted by the Regional Youth Work Unit at Learning South West

1. Input to this response has been sought from voluntary youth organisations and local authority youth work leads in the South West of England. At a time of unprecedented cuts in public services in general and work with young people in particular, we are pleased that the Select Committee has taken the opportunity to review services for young people, as the needs for such services are growing as more young people face the prospect of fewer and much more expensive education and training opportunities combined with fewer job opportunities in both the public and private sectors. 16–25 year olds in the South West were disproportionately affected by redundancies caused by the 2008–09 recession, and recovery is very slow for the main industries in the region. In these circumstances the benefits of engaging with services such as youth work, positive activities and

targeted support aimed at specific at risk groups are crucial for a wider section of the youth population than in times of economic stability.

2. This response focuses largely on “youth work” as a specific approach to working with young people. Youth work takes place in a range of settings—in youth centres, on the streets, in parks, schools, colleges and multi-agency youth projects—essentially working with young people in places that young people choose to spend time (the “voluntary engagement” principle). The Youth Worker’s role is that of an informal educator, working with individuals and (more usually) groups of young people to help them explore and understand issues that have an impact on them, their communities and the wider world, develop skills, knowledge and confidence and enable them to have a voice in decisions that affect their lives. Crucially, youth workers engage young people in a supportive, challenging, creative and enjoyable learning process. It is a complex and skilled profession, much appreciated by young people as evidenced in the . The use of the term “positive activities” to describe open access provision, has failed to articulate the skills necessary to undertake good youth work, resulting in a lack of understanding amongst senior managers and commissioners of the huge contribution that youth work can make to young people’s achievement and development as individuals and members of civil society.

RELATIONSHIP BETWEEN UNIVERSAL AND TARGETED SERVICES

3. South West Local Authorities and their voluntary sector partners have collaborated to support young people and good youth work is an essential element of these. Traditionally, youth work provides open access facilities and activities, though usually with the intention of engaging with young people who may not otherwise have the opportunities to get involved in challenging and creative activities and projects. Youth centres and facilities have been developed in places where there is community demand for somewhere for young people to go in the evenings and weekends, often in socially deprived areas. Detached youth work is often used to establish relationships with young people who may not get involved with centre based activities, and can be an effective bridge to engage these young people with others in their community.

4. Regardless of setting, youth workers are adept at developing relationships with young people and helping to identify and provide more targeted support for those in greater need. Youth work has a long history of working in partnership with other agencies in their communities, including police, schools and health services, and developing targeted approaches for work with particular groups of young people, such as those involved in substance misuse, or at risk of exclusion from school. By focusing its efforts on peer groups of young people, youth work avoids the stigmatisation of young people so prevalent in more “case work” focussed services, and as a result succeeds in retaining positive relationships with young people over long periods of time, often 5 years or more. This enables youth workers to provide on-going support and challenge to young people, and is an effective link with more specialist agencies such as Youth Offending Teams. The recent t highlighted some of the sophisticated partnership approaches which have developed with effective youth work as a core ingredient. for Transitions between open-access and targeted services shows how youth work can support young people as they exit from specialist services as well as providing supported referrals to specific programmes.

5. Specialist services that intervene at points of crisis in the lives of young people with complex needs account for a very large percentage of the overall costs of services for young people (See Appendix 1 for a model used in the South West). Youth workers tend to be at their most effective with young people who are at risk of disengaging and benefit from the additional support and challenge offered by youth work. As a result large numbers of young people are prevented from coming to the attention of specialised services, at a much lower cost to the state and community. Evidence from Youth Inclusion Projects established through Youth Justice Board funding to work with the young people most likely to become involved in criminal activity in a given area, showed that by involving them in regular and good quality youth work activities, those young people did not get involved in criminal activity and the overall reported youth crime rates in the targeted areas reduced.

SUPPORTING VOLUNTEERING

6. A high percentage of young people already volunteer in their communities and in other focussed opportunities. Youth work projects have a good track record of involving young people as volunteers, either directly as peer workers and leaders with younger children, or in specific volunteering projects. In the Gloucestershire floods in 2008, for example, local authority youth workers organised groups of young people to get supplies of drinking water from standpipes to elderly and disabled people. Devon Youth Service has organised inter-generational projects to involve young people in supporting older young people in their communities, for example by providing advice on using computers and mobile phones. Youth work projects also support young people in longer term volunteering opportunities at home and abroad. The Tides Project in Weymouth, for example has encouraged a number of young people who were previously NEET to take up a full year of volunteering in Europe or beyond through European Voluntary Service.

7. The NCS will continue the development of volunteering opportunities for young people, although with its focus on short term activity over one summer it should be seen as complementary to longer term involvement with youth work projects and not as a free-standing alternative to long term investment in youth provision. One of the NCS’s predecessors, the U project, which had a similar design, was successful in initially

encouraging young people to enrol on courses or gain employment, but was unsuccessful in the long term, as when young people experienced difficulties a few weeks into their training or employment, the project workers with whom they had built relationships were no longer in post to provide advice and support.

8. Youth work is an important pathway for adult volunteers as well as for young people: in a recent survey, Devon Youth Service found that there were more volunteers than paid staff engaged in their youth projects. Because youth projects, whether managed by voluntary organisations or local authorities, are embedded in communities and operate in the evenings and weekends, they provide accessible opportunities for local adults to get involved as volunteers. This often opens up pathways to training and employment as youth workers, and helps to build social capital in disadvantaged communities.

YOUNG PEOPLE'S INVOLVEMENT IN SHAPING SERVICES

9. Over the past decade a great deal of activity has been focussed on ensuring that young people's voice and influence in the design and delivery of services is increased, and that services are transformed as a result. Excellent examples of participation in the South West include:

- Developing local Youth Forums to work with community organisations and Parish/Town Councils to establish provision for young people in localities.
- Authority-wide Youth Parliaments/Councils, often linked to UK Youth Parliament, where young people are elected, often by tens of thousands of their peers, to represent the views of young people and campaign for priority issues.
- Youth Opportunity Fund Panels are a fantastic opportunity for young people to both design their own youth projects, and to take the role of commissioners/decision makers in assessing proposals. Significant transformations have been made as a result of YOF/Youth Capital Fund, though the decision to remove the ring fence on these funds at a time of substantial in-year cuts means they are much harder to sustain in the current climate. In a number of local authorities the concept of YouthBanks has been used to sustain and underpin YOF, and these are expected to remain in place after March 2011. The Youth Service in the States of Jersey has reached a sponsorship deal with Citibank which will see Citibank providing funding for the local YouthBank.
- Young Devon has been particularly successful in involving young people as assessors of services that impact on young people's lives. Young people are trained as assessors, and as commissioners, and have undertaken assessments of a number of different services. Several local authorities have also involved young people in internal and external inspections of youth work provision, while some Connexions providers have also developed effective forms of engaging young people, for example as "mystery shoppers".
- At regional and national level, the UK Youth Parliament has been a really effective way of engaging young people in decision making and campaigning. Elections for Members of Youth Parliament are always hotly contested, and MYPS and Deputies are trained and supported in campaigning and working with the media. A regional manifesto is produced annually and MYPs collaborate on priority issues across the region.

10. None of these activities would happen so effectively without the support of skilled professional youth workers in local authorities and voluntary organisations. Youth workers support, guide and provide feedback to young people taking on representative roles, and organise the often complex logistics of convening authority wide, regional, national and sometimes international young people led events. Because young people often make confident and inspirational input into adult events and meetings, it is sometimes assumed that they are naturally adept in these areas. However, the invisible hand of professional youth workers in supporting and encouraging young people from diverse backgrounds to speak out and organise for their peers must not be under-estimated, and will need to be resourced if young people's voice and influence is to be sustained and enhanced.

ROLES FOR LOCAL AUTHORITIES, VOLUNTARY, COMMUNITY AND PRIVATE SECTORS IN THE PROVISION OF YOUTH WORK

11. Youth work has been delivered through a mixed economy since the 1940s, when the first local authority youth officers were established by statute. Several voluntary youth organisations with histories dating from the nineteenth century, YMCAs, YWCA and other, often faith based, voluntary organisations continue to play important roles in delivering youth work in communities across the South West. There are also a wide range of locally based voluntary organisations such as Young Devon, Young Bristol and Somerset Rural Youth Project which have their roots in the communities they serve and have been successful in engaging young people and local communities in developing an impressive range of open access and targeted services for young people. South West local authorities also provide in-house youth work, often in partnership with local communities. At local level, there tends to be continuous dialogue between local authority and voluntary sector youth work organisations, and in recent years this has often been formalised into partnership agreements (eg in Somerset, the County Youth Service helped to establish Somerset Rural Youth Project as a voluntary organisation with a Service Level Agreement to support work with young people in the most rural areas of the county). Often local authorities and voluntary organisations share arrangements for providing training and qualification

opportunities for staff and volunteers (in Gloucestershire, for example, the LA Youth Service provides accredited training at Level 2 for local voluntary youth organisations).

12. While there are sometimes tensions in the partnerships between the local authorities and voluntary youth organisations, usually about how funding is allocated, there is generally a shared vision for young people in the area, and considerable common ground about how that vision can be achieved. At present there is very little private sector involvement in the delivery of youth work in our region, probably because levels of funding for youth work are low and it is hard to see how profit could be extracted either from contracts with local authorities or central government, or from young people themselves. If there is a role for private sector involvement, it is likely to be in the provision of back-office support rather than frontline services. Private sector sponsorship of particular events and projects could be further explored, and some large youth facilities such as Torbay's myplace project are actively seeking partnerships with private enterprises to deliver specialist facilities.

TRAINING AND WORKFORCE DEVELOPMENT FOR YOUTH WORK

13. We are disappointed that £25 million allocated for youth sector workforce development in the previous government's strategy "Aiming High for Young People" has not been managed in ways that would provide lasting benefits for the sector. Youth work is very rarely the beneficiary of central funding for workforce development, and we maintain a rigorous process of professional validation for the 50+ HE level qualifications in youth and community work through a small team based at the National Youth Agency and the voluntary effort of youth workers, managers and academics. We have worked with LLUK and their predecessor PAULO to establish National Occupational Standards and qualifications and Apprenticeships at Level 2 and 3 awarded through a number of Awarding Organisations. There is a constant demand for places on these programmes, despite the lack of any incentives to universities or students such as those offered to trainee teachers and social workers. None of the funding noted above was made available to support qualifications in youth work: instead, much of the funding was spent on ill-conceived research and over-complicated models for skills development and of new national competence frameworks. A potentially useful project to provide training to voluntary sector workers with young people has only been made operational in the last six months of the three year funding package, and will therefore not have the lasting impact which could have been achieved. Only the Leadership and Management Programme for the youth sector has been rolled out effectively and on time. Inappropriate project management and refusal to listen to voices from the field by CWDC and DCSF meant that this opportunity has been largely wasted.

DEVELOPING YOUNG PEOPLE AS LEADERS

14. Youth work has a long and successful tradition of enabling young people to develop their skills and confidence as leaders, through active engagement in running youth organisations and through accredited training and development programmes such as those established by Young Devon and others. There is real scope to expand on this positive work as youth workers become more adept at combining accredited learning frameworks with their ability to work comfortably and creatively in informal settings.

IMPACT OF SPENDING CUTS AND HOW AVAILABLE RESOURCES CAN BE USED MOST EFFECTIVELY

15. In some South West authorities preventative services for young people are facing cuts that are far greater than the overall percentage reduction for local authorities. LAs follow DFE guidance on protecting schools budgets, and are mindful of the need to retain spending levels on high tariff child protection services, leaving young people's services exposed as a result. Both directly delivered LA services and contracts with local voluntary youth organisations are affected with budget reductions as high as 75%. Infrastructure support organisations such as Councils for Voluntary Youth Organisations and the Regional Youth Work Unit are also anticipating large scale reductions in their funding from LAs which will make it more difficult to deliver savings in areas such as training and quality assurance. The proposed Early Intervention Fund could provide some funding for youth work, but may be too little too late. However it will be important to use this fund for early intervention across the 0-19 age range, rather than only in early years.

16. Many local authority commissioning models actively work against building social capital through supporting local community organisations to deliver in their areas. More emphasis should be placed on developing symbiotic relationships between local authorities and local voluntary organisations and communities rather than business based models of commissioning, which tend to favour larger national organisations which may be capable of delivering the contract but will not see the need to invest in building local community cohesion

IMPACT OF LOCAL AND CENTRAL GOVERNMENT STRUCTURES AND STATUTORY FRAMEWORKS

17. The previous government introduced many initiatives that impacted on youth work and wider services for young people. However, these were not always co-ordinated and were often short term. Some were particularly useful in enabling services to develop to meet young people's needs (eg Youth Opportunities Fund and Capital Fund). The Statutory Guidance on Positive Activities proved useful in building better strategic planning between youth work, sports and arts providers and commissioners, resulting in a more unified offer

to young people across a local authority area, though it has not provided a sufficiently robust statutory framework to protect work with young people from disproportionate cuts. Youth work fits well with the notion of localism, as communities and young people often want to have a voice in determining the provision in their areas. Youth work has an important contribution to make to raising young people's aspirations and achievements, and it would be helpful if government policy could acknowledge this and encourage local authorities and other statutory bodies to continue to invest in it as part of an overall strategy to help young people make successful transitions to adulthood.

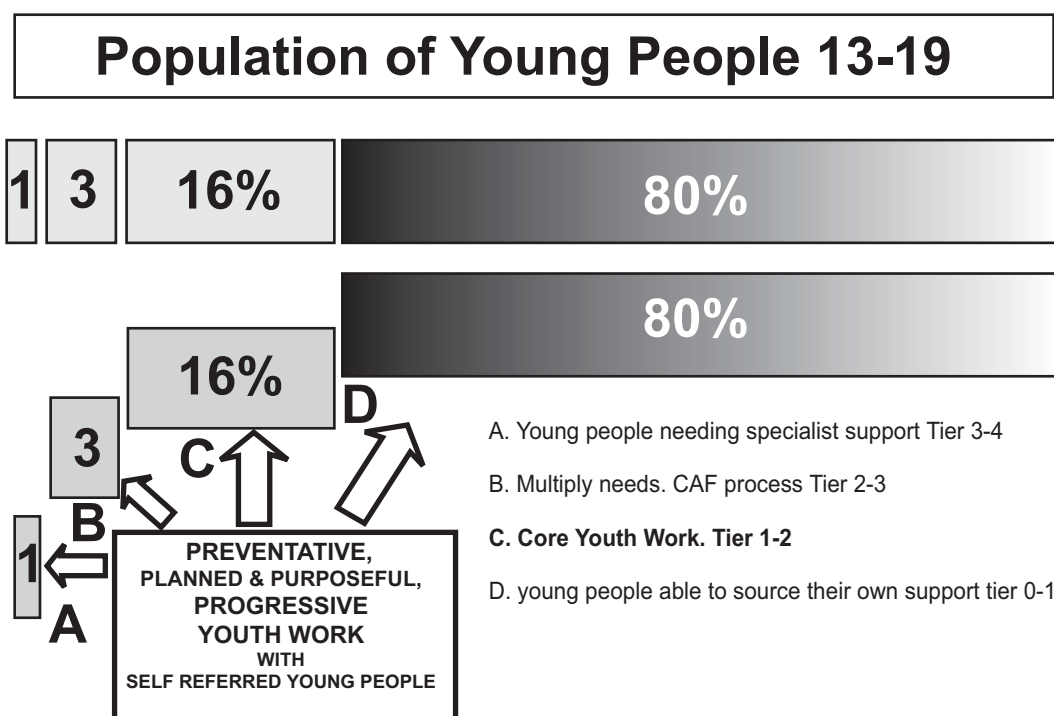
ASSESSING VALUE AND EFFECTIVENESS

18. The most significant outcomes from engaging with youth work tend to be recognised in the longer term rather than immediately, making them difficult to quantify. Templates for assessing value and effectiveness in future should include:

- The views of the local community about the impact of youth work in their area.
- Young people's own views (Dorset County Youth Service conducts a detailed annual survey of young people who engage with their provision which includes their ratings for youth workers).
- Demonstration of effective contribution to partnership working.
- Extent to which provision encourages and supports volunteers, both adults and young people.
- Development of effective MIS, an area where there has been insufficient investment in the past

December 2010

Annex A



TARGET THE 16%

1. Core youth work focus is on 16% of the target population who are for whatever reason unable to source their own support.

2. We link into the 3% area with targeted work such as Chances, Teenage Pregnancy and Sexual health groups, and partnership work with the police re anti social behaviour issues.

3. We link into the 80% area with community development work and positive activities that are not in themselves progressive.

4. Both these link areas are funded either with additional monies or in partnership with external bodies. As other funding becomes restricted there is a danger of our core work being use to fund these other areas.

5. Most of CYPS funding is already spent on the 1% and 3% groups.

6. The biggest danger is that if funding on the 16% is redirected to prop up the 1% this will massively affect the number of young people falling into the 3% and ultimately the very expensive 1% group. This would be short sighted and not value for money.

Written evidence submitted by v

1. ABOUT v

1.1 v, The National Young Volunteers' Service aims to inspire a new generation of volunteers (aged 16–25) in England. We fund and work with over 500 national and local organisations to create inspiring, diverse opportunities and help to overcome barriers that stop people from taking action to improve lives, communities and the planet. v aims to create a culture where volunteering comes naturally and where the benefits of volunteering are understood and celebrated.

1.2 With growing recognition of the vital role that volunteering can play in supporting young people to build confidence, self-esteem and transferable skills, and with high levels of youth unemployment, v is committed to developing new opportunities that respond to the needs of young people, especially the needs of more vulnerable and disadvantaged young people.

We have:

- Worked with over 500 local and national organisations to create 1,000,000 volunteering opportunities, share good practice and network.
- Developed vinvolved, the National Youth Volunteering Programme. Through vinvolved, we are investing over £75 million over three years in:
 - 107 vinvolved teams across every local authority area in England to build local networks and broker young people into opportunities.
 - Youth Action Teams, groups of young people who work alongside vinvolved teams as local ambassadors for youth volunteering.
 - creating new youth volunteering opportunities in 158 organisations.
- Created v talent year—a new structured full-time volunteering programme with support and training to assist progression into employment, education or training.
- Launched our youth fund vcashpoint, putting funding directly in the hands of young people developing projects for community benefit.
- Built partnerships with the private sector to raise over £50 million for youth volunteering.
- Developed the vinspired awards and national awards to recognise and celebrate young volunteers.
- Created vinspired.com and the vinspired iphone app where young people can find out all about volunteering and be part of an on-line youth community of 100,000 members.

2. *The relationship between universal and targeted services for young people*

2.1 Universal and targeted services need to be integrated in order to enable young people to move through the range of services according to need.

2.2 v was tasked with setting up a national framework for youth volunteering. The framework includes universal support to young people and volunteer involving organisations through the vinvolved team infrastructure. The teams are hosted by voluntary youth services, volunteer centres and volunteering charities, building on the work of existing organisations to deliver support for young people and volunteer involving organisations. v also created targeted provision working with grassroots organisations and national charities to reach groups of young people that are currently under-represented in volunteering. The dual approach has led to v's volunteers being more likely (than the national average) to be from diverse backgrounds and socially excluded groups.⁴⁹

3. *How services for young people can meet the Government's priorities for volunteering including the role of National Citizens Services*

3.1 The Government's priority to make volunteering a "social norm" needs to start at a young age including a volunteering ethos within the schools system.⁵⁰ Starting young begins a pattern of lifelong engagement. In 2009 v secured funding from the Department for Education to deliver vschools, part of the Youth Community Action programme set up to implement the then Prime Minister's aim for every young person to have contributed 50 hours of community service by the age of 19.⁵¹ vschools provided both human and on-line

⁴⁹ Diversity stats: Citizenship Survey 2007 showed 83% of volunteers were White British, v's evaluation data shows 67% White British; Homeless (4% of v volunteers, 0.6% national average), Offenders/Ex-offenders (7% v, 4% national average), In or leaving care (4% v, 2% national average), Lone parents (5% v, 3% national average); Low income (52% v, 25% national average). *Interim v Evaluation report*, NatCen, 2010 p94.

⁵⁰ "If we are to engage a new generation of active citizens, it is important for educational institutions to engage young people in understanding the value of volunteering." Russell Commission report, 2005.

⁵¹ DCSF "All Young People expected and supported to help their communities", press release, April 2009.

resources to promote community action for 14–16 year olds through schools. vschools would have been an excellent “feeder” programme for National Citizens Service (NCS), preparing young people for the challenges of the personal development and social-mixing programme.

“I agree that young people, like myself don’t know much on the Big Society as it is not having a big influence in schools. More than half my class mates did not know what it is about and what we can do to get involved.”

Demi, young person, comment on vorg.vinspired.com

“Young people, particularly in schools, need to know what the Big Society is and what it is trying to achieve—in a way that young people will understand.”

Nick, young person, comment on vorg.vinspired.com

3.2 However, the Coalition Government scrapped the Youth Community Action programme thereby closing the infrastructure which was set up to develop an ethos of volunteering at a young age.

3.3 v backs NCS as one way in which 16 year olds only can develop, mix with people from different backgrounds and contribute to their communities. v is delivering one of 12 NCS pilots with the Dame Kelly Holmes Trust and local partners from voluntary organisations, FE colleges and local authorities.

3.4 With 10,000 NCS places commissioned in 2011 only 1.56% of 16 year olds in England will engage with NCS, that’s only 0.12% of 14–25 year olds. In 2012 when the places increase to 30,000 only 4.7% 16 year olds will take part which is 0.37% young people aged 14–25.⁵² Funding and support through v and its network of organisations will reduce significantly in 2011 therefore in meeting their priorities for volunteering young people, we would strongly urge the Government to consider:

- What support they will give to other community action/volunteering activity for young people of **all ages**—NCS is one intervention for 16 year olds for a limited period of time.
- Support for young people after they have gone through the NCS programme to continue to engage with their communities and build their capabilities through community action.
- What they are doing to foster community action pre-16, particularly through schools.
- Building on the investment in youth volunteering at grassroots level through v before the people, networks and relationships are lost through impending cuts in public funding.
- The future of the vmatch fund which has levered over £50 million of private sector investment in youth volunteering throughout England and created relationships with over 200 private sector organisations.

4. Which young people access services, what they want from those services and their role in shaping provision

4.1 Young people have a huge role to play in shaping, designing and delivering provision. Funding streams like the Youth Opportunities Fund and the Youth Capital Fund empowered young people, influencing their participation in positive activities and the quality of provision on offer. There are also a number of other ways that young people have been involved shaping provision through volunteering. Below are some examples from v’s programmes.

VODA is a charity providing advice, training, information and support to volunteers, voluntary and community groups working in North Tyneside. The VODA vinvolved team work with their Youth Action Team (YAT) who have planned and delivered a number of youth led projects including working with North Tyneside LINK to develop health services for young people.

The vinvolved team for Gateshead is based at **Gateshead Voluntary Organisations Council**, an umbrella organisation that aims to support, promote and develop the local voluntary and community sector in Gateshead. Gateshead Council involved the Youth Action Team in the bid writing process for the Community Service Pilot. Although the Local Authority was unsuccessful in the pilot it was a great experience for the young volunteers to develop skills and become involved in strategic meetings where their views and opinions were valued.

4.2 v’s full-time volunteering programme was designed to give young people aged 16–25 the opportunity to influence and enhance children and young people’s services within local authorities and learner support within FE colleges. The programme runs in 32 local authorities, 29 FE colleges and two campaigning organisations in England. As well as shaping services the volunteers gain the experience and employability skills to become the next generation of the youth workforce.

During my time on the **Oxfordshire County Council** v talent year programme I volunteered for the participation and play team, a county council department which aims to get young people views on the issues that affect them. My role in the team included:

- Running consultations to get the views of disabled young people on how to make transitions in their lives easier.
- Filming school children in a project about how to improve school grounds.

⁵² ONS population data, 2009.

- Facilitating meetings between young people and professionals about a range of different issues.
- Volunteering at youth centres.

My experience as a volunteer made me feel very proud of myself; it also reinforced my commitment to work with children and young people as a career. vtalent year equipped me with lots of vital skills, many of which without, I wouldn't have been able to get my current job, which is an adviser at Connexions.

I feel that I have helped lots of people through my volunteering. My work at youth centres helped create a fun, safe place for young people to enjoy; and my work on school playgrounds has been collated into a report which will influence local government policy.

vtalent year volunteer, Oxfordshire County Council

4.3 Studies have found that young people have some clear ideas about how they would like their volunteering provision to be organised. Young people want well organised voluntary work with a friendly, informal atmosphere.⁵³ Generally they want new volunteering opportunities with emphasis on choice and flexibility.⁵⁴ Young people also want a say in the planning and decision making of the project that they are working on and the practical and emotional support and back-up from adults in fulfilling these roles.⁵⁵

5. *The relative roles of the voluntary, community, statutory and private sectors in providing services for young people*

5.1 v works in partnership with all sectors to develop and deliver services for and by young people. Each sector has expertise, perspectives, interests and resources that it can bring to services for young people.

5.2 Voluntary and community sector organisations not only have huge potential to directly run youth services, but also to innovate for those run within the statutory sector. For example vtalent year enables volunteers aged 16–25 to directly influence and enhance public sector services. See below.

“Young people from disadvantaged backgrounds have definitely benefitted from the vtalent year volunteers input. It has made services more accessible.”
(Local authority)

“The Youth Service particularly has previously struggled to recruit young people as part-time workers. The vtalent programme has changed this dramatically.”
(vtalent placement supervisor Local Authority)

“By having three vtalent year project volunteers on board with the Play Service we have been able to expand our range. It has given us the capacity to explore new avenues which have enabled us to have a greater impact on a wider range of children and young people.”
(Local Authority)

5.3 The v Match Fund enables v to attract financial and in-kind support from companies and trusts to help charities engage young volunteers in their work. For every £1 raised from a private sector partner, v matches it with a £1 from the HM Treasury purse, helping to double investment in young people and communities.

5.4 Since 2006, the v Match Fund has attracted the support of over 200 private companies and trusts, including high street brands like Tesco, T-Mobile, Sky, HSBC, McDonalds, Coca-Cola and MTV. Together, they have invested £52 million in developing innovative youth volunteering programmes aligned to their corporate responsibility objectives. Furthermore, private sector employees also have huge potential to support young people taking leadership roles and delivering their own projects as they are doing through the London 2012 Young Leaders Programme supported by BP.

“Barclays is committed to developing the financial capability of 16–25 year olds through... Action for Children, social housing projects and charitable partnerships... Thrifty Squid Challenge (vmatch fund project) aimed to provide a platform for financially excluded young people to be involved in a lively challenge, enabling them to discuss money with their peers and create practical solutions to the issues that young people in their communities face.

“The impact was to give young, financially excluded people the power to influence their personal financial education and future of their communities.”
Debbie Phillips, Global Community Manager, Barclays

“The v Match Fund has enabled us to increase the number of volunteering opportunities for young people. We run several projects: after school homework club for Somali children, after school language classes for primary school children and the Ashley clubs for young people on Saturdays. Through these activities the volunteers have been able to make a contribution to the community and enabled young people develop in deprived areas of Manchester.”

H Hickey, Trustee, Ashley Educational Trust

⁵³ Ellis, A. *Generation V: Young people speak out on volunteering*, Institute for Volunteering Research, 2004.

⁵⁴ *ibid*

⁵⁵ *ibid*

6. *The training and workforce development needs of the sector*

6.1 According to the Children's Workforce Development Council 87% of the workforce are volunteers.⁵⁶ It is therefore vital that training and development for paid youth workforce staff to include effective volunteer management.

7. *The impact of public sector spending cuts on funding and commissioning of services, including how available resources can be best maximised, and whether payment by results is desirable and achievable*

7.1 Public spending cuts could potentially decimate universal youth services and support for youth volunteering at a time when young people are the worst affected by the current economic climate and need ways of staying socially and economically engaged. We have already seen cuts to youth focused programmes such as vschools and Youth of Today. Locally organisations like NCVYS have been monitoring local cuts to voluntary sector youth services.⁵⁷

7.2 However, the cuts also provide an opportunity to think smartly about how youth services are funded and delivered for maximum impact. For example:

- Taking forward agendas such as Total Place/One Place, pooling local funds and joining up commissioning from different local authority departments and public bodies. The same is true of national government where departmental budgets can be pooled to deliver national priorities and shared outcomes.
- Maximising private sector investment through incentives such as match funding
- Private and public sector employee volunteering to support youth services and young people.
- Use of technology to connect young people to services and to each other.

7.3 Voluntary and community organisations often lack the cash flow needed to deliver payment by results. The results by which success is measured have to be well thought through and achievable.

8. *How the value and effectiveness of services should be assessed*

8.1 Services should be measured by the outcomes they are set up to achieve i.e. what change they are trying to make, rather than outputs such as how services are delivered. Measuring outcomes would make youth services better able to assess the effectiveness and impact of their services and their true value. Organisations such as New Economics Foundation, New Philanthropy Capital and Charities Evaluation Services have the knowledge and tools to support organisations and Government to use more sophisticated methods to assess the value and effectiveness of services.

8.2 Commissioners and funders will see better return for their investment and improved services if social value measured alongside financial value. Measuring social value is vital to focussing increasingly scarce resources on what really makes a difference.

December 2010

Annex A

SELECTION OF YOUNG PEOPLE'S COMMENTS FROM VORG.VINSPIRED.COM

"The Government wants the public sector to be more efficient and run more like the private sector. I couldn't agree more; there is too much waste in the public sector.

"The Government therefore should realise that to deliver effective and cost-effective services for young people they must be thorough in their market research. This means involving young people fully in their plans for youth service delivery.

"If the Government are not thorough in this most basic area of business planning, and fail to consult young people properly in their plans, then they will merely be perpetuating the waste and inefficiency they purport to be so defiantly against."
(Howard)

"I think that by leaving vulnerable young people on their own, with decreasing support around them the government risks making them feel even more isolated and further away from 'the big society' than ever. It's not just about listening to a handful of young people; it's about creating platforms for them to be heard from, and giving them the confidence to say what they really think."
(Lizzie)

⁵⁶ A picture worth millions: State of The Young People's Workforce, CWDC/ LMW Research Ltd, 2010.

⁵⁷ Comprehensive Cuts: Report on funding changes in the voluntary and community youth sector, NCVYS, 2010.

“If the government expects young people to be at the forefront of social change, they need to find a way to engage these young people in a significant and sustainable manner.

It’s about time young people rose together, as a ‘Big Voice’ and made their feelings heard. After all, they are the future.”

(Katrin)

“I agree that we need strong communities where people pull their weight, and that volunteering is a good way to participate in the life of your local community.

“However, behind every set of great volunteers, there’s adequate training and strong management, and that requires investment, not cuts.

“Volunteers may have an amazing wealth of skills, but to deliver some of the key public services being cut, they need training from people on the job.”

(Mavis)

“I think now is the time for the young generation to become enterprising and to look at other routes and options such as business or looking elsewhere in the world. Clearly Britain is becoming dead and old compared to the rest of the world. It is time for us to explore....”

(VanesaS)

“The work of v and many other charities and Third Sector organisations making a difference for young people and the rest of society up and down the country. It would take one visit to a project anywhere in the nation to see how the Big Society works and in fact could work better with investment.”

(Mohammed Ahmed)

Written evidence submitted by Social Finance

Could Social Impact Bonds be applied to youth services?

- Social investment in any form is not a replacement for the revenue that the youth sector is currently losing.
- Social Impact Bonds represent just one of a range of social investment instruments that will be needed to capitalise the sector—and will include debt, equity and equity-like finance. Earned income and contract income will continue to be important.
- Having said that, by raising investment from non-government investors, Social Impact Bonds do potentially offer a mechanism to pay for improved youth outcomes.
- Social Impact Bonds are potentially attractive because Government only pays for what works while service providers get paid for up front. As the financial return is tied to the social impact, the interests of Government, service providers, service users and investors are aligned.
- In many ways youth services offer good potential for Social Impact Bond financing—a range of experienced, high quality service providers exist with a good understanding of their client group and proven intervention models.
- Equally, we know that when young people aren’t supported the social consequences (and the public cost) can be great in terms of youth offending, teen pregnancy, poor educational outcomes, unemployment and mental health.
- The wide range of positive social outcomes constitutes part of the challenge of applying a Social Impact Bond to youth services.
- Often a single intervention can drive multiple outcomes that will benefit a number of government departments—for instance *Teens and Toddlers* run a teen pregnancy prevention programme that has also been demonstrated to have a positive impact on school attendance and achievement.
- Social Finance has been undertaking detailed feasibility studies in Essex, Liverpool and Manchester to assess the opportunities for establishing Social Impact Bonds to address the problems of some of the most vulnerable young people and their families. The failure to remedy severe behavioural problems among adolescents and the family circumstances that often lead to such problems creates enormous costs for the young people themselves, their wider communities and the public services that deal with the consequences.
- We consider that if a Social Impact Bond were to provide upfront investment and ensure the rigorous implementation of intensive therapeutic and family support programmes such as Multi-Systemic Therapy it could improve the lives of young people and their families and generate savings sufficient to more than repay investors.
- Our analysis suggests that the majority of outcome payments could be covered by reductions in the costs of foster and residential care alone. However, the programmes should also reduce demand on services such as health and the criminal justice system, and on welfare expenditure. To make the model work in a number of areas these benefits need to be reflected in the contract.
- No single government department is the obvious candidate to pay success payments on youth-focused outcome-based contracts like Social Impact Bonds.

- Without a number of departments (including Justice, Education, Health and DWP) contributing to outcome payments it is doubtful that the payout from Local Authorities would be large enough to enable investment in services.
- Developing Social Impact Bond contracts focused on youth services is therefore likely to require an expert intermediary and, in all likelihood, would be greatly helped by an interdepartmental agreement to jointly fund positive outcomes within both local and central government agencies.

Would Social Impact Bonds need to be targeted towards specific groups (eg young offenders) or could they be used to fund broader services (eg open access youth centres)?

- Part of the problem with existing funding for services in the youth sector and elsewhere is that it tends to be targeted towards preventing or encouraging specific behaviours (anti-teen pregnancy, pro-school attendance, etc) rather than meeting the needs of individuals as a whole.
- While data in the sector is often limited, there does seem to be evidence that the same young people are often at risk of multiple negative outcomes—teen pregnancy, poor school performance, anti-social behaviour, substance abuse, poor mental health, etc.
- This implies that in fact there could be significant value to focusing outcomes-based contracts, like Social Impact Bonds, around multiple outcomes and hence broader services for those most at risk, although it may be possible to structure the contract itself around a single outcome that is tightly correlated to other positive outcomes and would reduce the complexity of contracting.
- One example could be a stated outcome of preventing entry into care for adolescents. Research highlights the poor social outcomes experienced by young people who have been looked after. A Social Impact Bond with the stated outcome objective of reducing care entry could be linked to a variety of positive social outcomes such as improved school attendance and reduced youth offending.
- To generate a social and financial return on investment, however, it seems likely that any open access services would need to be within targeted geographic areas—eg a defined geographic area known for poorer than average youth outcomes.

How closely defined would outcome metrics need to be for Social Impact Bonds to work? Could SIBs be based on counting heads rather than actual outcomes?

- Getting the outcome metric right is central to getting a Social Impact Bond to work.
- Changes to the outcome metric determine how much the public sector pays to investors and the financial return that investors make.
- The definition of outcome metrics is consequently determined by two factors:
 - The confidence of investors that the metric will capture the value created by their investment; and
 - The confidence of the commissioner(s) that the outcome metric is a reliable indicator of value to the public sector (be that savings, revenue or broader public goods).
- A Social Impact Bond focused on youth outcomes could potentially be based around metrics that the public sector already collects—teen pregnancies, school truancy rates, entry into care, grade averages, youth crime, etc. These could be benchmarked and independently audited.
- The bigger issue is therefore whether sufficient data around the impact of specific interventions exists (ie around what works to deliver outcomes) to give investors confidence that they will see a return on their investment when funding a particular set of interventions.
- In our work to develop a SIB with the objective of reducing entry into care by adolescents, we have studied a range of relevant interventions. The evaluation data of such services is varied in existence and quality. It is often difficult to determine which services are consistently effective in delivering improved outcomes and which are able to be replicated. The way in which services are implemented is key to their success. There needs to be a positive interface with Local Authority services.
- Data around outputs—numbers of young people worked with / literacy courses delivered, etc—that are not linked to the outcomes that SIB contracts are based on are unlikely to give investors sufficient confidence to invest although it may be possible to persuade a small number of youth focused trusts and foundations to support a pilot on this basis.

Is it possible to measure the social and financial value of prevention? Are there issues of outcome attribution?

- There are two elements to answering this question.
- The first is the challenge of demonstrating the counter-factual—how to demonstrate that a negative outcome would have occurred had an intervention not been provided—this can be complex.

-
- In our Peterborough pilot, which aims to reduce reoffending among short-sentence prison leavers, the reoffending behaviour of each individual in the target population is tracked against 10 other individuals on the Police National Computer who are matched in terms of demographics and offending history.
 - This “matched control” creates a real-time baseline against which to judge the impact of our interventions. It gives us a good degree of confidence that we can measure the social value of the interventions.
 - Finding such a real time control would be equally important in the youth services space where Social Impact Bond financing could be needed not only to build on positive outcomes, but also to simply maintain them in a context of falling funding.
 - The challenge is finding non-binary measures that capture distance travelled.
 - Social Finance does not currently have a clear sense of data quality in the youth sector. Further work would be needed to discover whether a cohort comparison approach (eg comparing teen pregnancies per 1,000 under 18 year olds in the intervention area to a control area) would be more effective than tracking future outcomes against historical behaviour or predicted outcomes for individuals.
 - In our SIB development work around preventing care entry for adolescents, we have investigated a range of attribution methods. We are taking a pragmatic approach to this and believe it would be necessary to compare the SIB cohort to a baseline which reflects a similar cohort within the same Local Authority. This will ensure that Social Care thresholds are similar as will be the “service as usual” support.
 - The second is that of attribution—that of demonstrating that it was *this* service, not *that* service that delivered the positive outcomes.
 - While not perfect in this respect, one advantage of the Social Impact Bond model is that it seeks to capture the value created by a number of interventions rather than assuming that the same intervention will work for every individual in the target group.
 - Intuitively, for young people facing multiple issues, multiple interventions may be needed—addressing literacy, parental mental health, housing, etc—to deliver a positive outcome in terms of truancy, anti-social behaviour or school attainment.
 - The set of interventions needed to deliver the outcome may vary from individual to individual.

Is the time to results in the youth sector a potential issue for Social Impact Bonds?

- Our first Social Impact Bond in Peterborough has a 12 month outcome measurement period for each prison leaver with a further 12 month lag on success payments to allow for court proceedings to complete and outcomes to be audited.
- It is easier to structure Social Impact Bonds around areas in which there is a fairly short period between intervention and results partially because investment is easier to find and partially because attribution is easier to demonstrate, and public sector value easier to realise.
- In our work to prevent care entry for adolescents, we can measure the days in care that have been avoided due to the SIB intervention by comparing to a cohort that has not received the intervention. It will not be feasible to measure the full extent of the benefit since for a 11 year old, that might mean measuring the days in care avoided over seven subsequent years. Therefore there will need to be a combination of actual days saved which are measured over a reasonably short time frame post-intervention, plus a proxy to reflect the future savings to the local authority in terms of care days avoided.
- In the youth sector, the time to results issue could be resolved if the public sector were confident enough about their future savings to pay out on the basis of interim indicators—for instance if school grades aged 16 were a sufficient predictor of later employment / benefit usage to trigger a success payment from DWP for interventions provided at ages 13–14.

Where did the investment come from in the Peterborough Social Impact Bond? What are your expectations for investment sources for future SIBs?

- Investors in the first Social Impact Bond are mostly High Net Worth Individuals and charitable trusts and foundations. They include the Paul Hamlyn Foundation, the Barrow Cadbury Charitable Trust, the Esmée Fairbairn Foundation and the Rockefeller Foundation.
- Investors will receive a return if reoffending among the prison leavers falls by 7.5% or more compared to a control group of short-sentence prisoners in the UK. If the Social Impact Bond delivers a drop in reoffending beyond 7.5%, investors will receive an increasing return capped at a maximum of 13% per year over an eight year period. For example, a 10% reduction in re-offending would result in a 7.5% annualised return.
- Following the launch of the first Social Impact Bond to reduce re-offending in Peterborough, Social Finance has found enormous interest from social investors in subscribing to additional Bonds across a wide range of social issues.

- While a track record of social and financial returns develops, we would expect the majority of investors in the first Social Impact Bonds to have a social mission connection.
- Nevertheless, in time, we hope that Social Impact Bonds will develop the track record and scale to attract mainstream investment. In time this might come from pension funds or social ISAs in which a percentage of your savings go to support and improve society. We think this could be extremely attractive to people.
- In the shorter-term, we anticipate that the Big Society Bank will play a central role in catalysing greater investment into the youth space through both Social Impact Bonds and more conventional debt and equity investments to build organisations' capacity to deliver services effectively.

Would a wellbeing index be useful within a social investment context?

- The definition of outcome metrics is determined by two factors:
 - The confidence of investors that the metric will capture the value created by their investment; and
 - The confidence of the commissioner(s) that the outcome metric is a reliable indicator of value to the public sector (be that savings, revenue or public good).
- Whether or not a wellbeing index would be useful as a basis for an outcomes-based contract would need to be tested with each counterparty.
- A wellbeing index could be helpful in measuring one aspect of improved social outcomes for young people at risk of entering care. Even if it is not immediately linked to cashable savings, it is important to have indicators other than the primary outcome metric to ensure that the social impact of funded interventions is positive.

May 2011

Supplementary Written evidence submitted by The Scout Association

The Committee asked for a written note on the following issues:

1. A comparison of the costs of the National Citizen Scheme with the costs of Scouting.
2. The percentage of people who come back to Scouting as volunteers in later life.
3. Examples of good and bad practice with regards to youth services in local authorities.

1. A COMPARISON OF THE COSTS OF THE NCS WITH THE COSTS OF SCOUTING

The best estimate based on public figures for the cost of the proposed eight week National Citizen Service course is £1,148 per individual.

The cost for a young person attending a Scout Group would on average total £350 per year to include:

- weekly meetings and ongoing leadership support;
- two full weekend residentials;
- a full week-long residential;
- membership subscriptions to local Group, and to County and national operations for access to all services; and
- insurance for personal accident and for public liability.

Thus a young person could get three-and-a-quarter years of Scouting for the cost of eight weeks with the NCS.

2. THE PERCENTAGE OF PEOPLE WHO COME BACK TO VOLUNTEERS IN LATER LIFE

The Scout Association has seen year on year increases to its membership in the last four years. From our membership data we know that 45% of our recruits are parents of existing members and another 45% are former members.

As part of our impact assessment we found that over 55% of our Explorer Scouts volunteer in an external capacity outside Scouting and 57% of our Network members. This compares favourably with the national youth average (Fiona Blacke quoted 27% in her evidence last week). Over 35% of members said that Scouting influenced their decision to volunteer elsewhere.

3. EXAMPLES OF GOOD AND BAD PRACTICE WITH REGARDS TO YOUTH SERVICES IN LOCAL AUTHORITIES

Many Scout groups are suffering because of increases to the ground rents charged by local authorities. Similarly the removal of discretionary rate relief to Scout groups from some local authorities is causing financial uncertainty for many groups. We estimate that up to 30% of Scout groups are affected. Below is a selection of case studies which illustrate the type of rises groups are seeing.

Ground rent horror stories

1. Groups in the London Borough of Hounslow are likely to see ground rent increases from an average of £125 per annum to £4,500. This has increased because the authority now says it has to increase ground rents to “market” rate. However, across the borough’s northern boundary, the London Borough of Ealing continues to offer Scout groups long term land leases at peppercorn rents proving that it can be done and creating a very immediate postcode lottery for charities in the area.

2. Banstead District Scout Group has received a request for an increase in ground rent from the current £135 per annum to £10,500 from Surrey County Council.

3. Leeds City Council has increased the fees for renting a building to the 12th Morley Scout Group and the group now needs to find an additional £6,480 per year. They anticipate that this will cost each child an additional £108 per year. They anticipate that the group will fold by the end of the spring.

4. Barwick in Elmet Scout Group in Wetherby District have used the local school for Scouting purposes for free for over 25 years. The group expect that rate to rise to £100 per week in 2011, increasing their costs by £5,000 per year.

5. The 141st Birmingham, 1st Yardley (Spitfire District) group are currently charged a ground rent of £2,500 per annum by Birmingham City Council. However, until this year Birmingham City Council have always provided a grant to cover the full amount of the ground rent. The group are currently in discussion with the council as to whether the grant will continue but are expecting to have to find an additional £2,500 per year from 2011.

Ground rent success stories

6. Chelmsford Borough Council continues to exempt local Scout groups from council tax and charge them £15.00 per year ground rent.

7. The 1st Moss Wrexham Scout group rent a community hall from Wrexham Borough Council. The rent has increased steadily over the years, more or less in line with RPI, and the group have use of a modern refurbished hall, toilets and a kitchen. The hall is well lit, heated and cleaned regularly. The normal rate to hire the room to the general public is £50 per night. This deal represents great value and annual increases in line with RPI allow groups to budget accordingly.

May 2011

Further written evidence submitted by Children’s Workforce Development Council

At the Select Committee hearing on 30 March, CWDC and other witnesses gave evidence about the young people’s workforce and the CWDC funded Progress project. The project was mentioned several times by witnesses. Select Committee officials invited CWDC to send information about the outputs and outcomes of the project and to make a further point about data collation for the workforce.

THE PROGRESS PROJECT

This project ran from February 2010 to end March 2011—comprising a lengthy period of capacity building and planning and an offer of 25,000 training places to the voluntary sector, which were taken up in Q3 & 4 of 2010–11. The overall project cost £4.05 million, which mainly subsidised the offer of accredited training units at QCF levels 2 and 3. The following five priority training areas were covered:

1. Facilitating learning and development of young people;
2. Safeguarding the health and welfare of young people;
3. Maintaining health and safety in the workplace;
4. Promoting access to information and support;
5. Promoting equality and the valuing of diversity.

Demand exceeded supply and CWDC endorsed funding for additional places. By the end of the project 27,883 training units had been subsidised, benefiting an estimated 9,000 learners across England. The following tables show the take-up of training by region, level and priority area:

Table 1

SUMMARY OF LOCAL AND NATIONAL UNIT DELIVERY AT LEVELS 2 AND 3

<i>Total unit allocations</i>	<i>% delivered at level 2</i>	<i>% delivered at level 3</i>
27,883	67%	33%

The majority of units delivered were at level two. This trend was consistent throughout the project and confirmed the prediction of a greater demand for entry-level training within the young people's workforce, reflecting the high proportion of volunteers in the voluntary sector and the need to fill gaps in skills and knowledge.

Table 2SUMMARY OF UNIT DELIVERY BY PRIORITY AREA (PA) AT LEVELS 2 AND 3⁵⁸

	<i>%PA1</i>	<i>%PA2</i>	<i>%PA3</i>	<i>%PA4</i>	<i>%PA5</i>
Level 2	33	15	26	16	9
Level 3	32	18	14	15	21
Totals	32	17	20	16	15

Many units fell under more than one priority area and weighted figures in the more generic priority area 1.

The project focused on accredited units so that learners could, over time, build up their learning into recognised qualifications. Analysis of units taken show the most popular qualification frameworks at Level 2 were:

- Award in Emergency First Aid at Work;
- Award in Community Sports Leadership;
- Award/Certificate in Youth Work Practice;
- Award, Certificate and Diplomas in Progression frameworks;
- Certificate in Peer Mentoring.

At Level 3 the four most popular frameworks were:

- Award and Certificate in Working with Vulnerable Young People;
- Preparing to Teach in the Lifelong Learning Sector;
- Certificate in Assessing Vocational Achievement;
- Diploma for the Children and Young People's workforce.

The popularity of learning and development qualifications suggests that some organisations are working towards building their infrastructure to deliver and assess their own training programmes. This would be a more cost effective approach to the funding of training for individual organisations.

The project built the capacity of the voluntary sector to run its own accredited training in future, funding accreditation bursaries of £1,000 for 30 voluntary organisations to run accredited training.

From April 2011 CWDC is unable to offer further funding for this project.

Data collation on the young people's workforce

The Committee and witnesses also referred to CWDC's publications *A Picture Worth Millions: State of the Young People's Workforce*. CWDC has not been remitted to produce any further updates of these data collations. The Committee may wish to consider the value of such reports for enquiries such as these and for workforce planning in general.

May 2011

⁵⁸ Figures subject to rounding

Supplementary Written evidence submitted by the Royal Borough of Kensington and Chelsea

Thank you for the opportunity to speak to the Committee recently. You asked for further information about the outcome led approach to youth support services in Kensington and Chelsea. By way of background, my service covers the following range of activity:

- Youth Services (including youth centres, outreach work etc).
- Youth Sports Development.
- Schools Sports.
- Connexions.
- Enterprise and apprenticeships programmes.
- Health promotion programmes (including the Teenage Pregnancy programme, substance misuse education and prevention).
- Youth arts and culture programmes.
- Accredited programmes for young people (including Duke of Edinburgh Award programme).
- Targeted activity programmes for vulnerable young people.
- Youth participation programme and the Borough’s Youth Forum.
- Targeted Youth Support.
- Young people’s website.
- An array of youth support services commissioned via the voluntary sector.

When I was asked to lead the service six years ago, it was apparent to me that the problem was not a lack of measures, it was the sheer volume. My service was responsible for over 200 targets and sub targets—either directly or as a supporting service. This left the service itself lacking a clear focus at times. Through the development of an integrated youth support strategy, we identified 15 key targets as a means of measuring the overall quality of our offer to young people, (see below). In addition, the targets were selected because they could not be achieved by a single service in isolation. They required services to coordinate which increased effectiveness and efficiency and drove out duplication. The same targets formed our commissioning priorities with our VCS colleagues. Thus we were able to draw in our VCS partners to focus on the same aims. We were careful not to over prescribe as we wanted to ensure sufficient room for creativity and innovation. We have been very successful in achieving the targets we set for ourselves and we all share in that success.

As we move in the direction of opting out of the local authority and forming a social enterprise, we are more conscious than ever of the need to prove our worth. We are realigning our service in relation to four key themes:

- Early intervention.
- Enterprise and learning and services to schools.
- Services for young people with complex needs.
- Generic services such as youth clubs, sport, health.

We will set a series of measures against these themes. Themes are based on our understanding of young people’s needs. Crucially (and perhaps this is where the world of youth support services may change) our market research tells us these are the service areas that commissioners will pay to have delivered. With that in mind, we will have to ensure we have the data available to show effectiveness. It is no longer enough (if indeed it ever was) to say what we do is intrinsically a “good thing”. We have to prove it and with evidence.

Table One

YSDS HIGH LEVEL PERFORMANCE INDICATORS
(extract from RBKC integrated youth support strategy 2008–11)

<i>Indicator</i>	<i>Source</i>	<i>Method</i>
The percentage of young people 13–19 in the cohort participating in structured positive activities (annual)	National Indicator Set (NIS) NI110	Tell us survey CCIS
16 to 18 year olds who are not in education, training or employment (NEET)	(NIS) NI117	Connexions impact data
Participation of 17 year-olds in education or training	(NIS) NI191	Connexions impact data
The number of young people participating in sport as a percentage of the total number of young people aged 5–19	(NIS) NI157	To be measured by independent survey

<i>Indicator</i>	<i>Source</i>	<i>Method</i>
The number of conceptions among girls aged under 18 resident in the authority area per 1,000 girls aged 15–17 years resident in the area in the current calendar year as compared to the 1998 baseline	(NIS) NI112	Teenage Pregnancy Unit
Participation in and outcomes from youth work: recorded outcomes	BVPI 221a	EYS
Participation in and outcomes from youth work: accredited outcomes	BVPI 221b	EYS
The percentage of schools achieving healthy schools status, as measured by the Healthy Schools Audit	DCSF	Local monitoring
The percentage of young people participating in the School Sports Partnership programme that undertake at least two hours of high quality physical activity a week	DCSF	PESCCL survey
No. of contacts per young person (as a percentage of the local youth population)	Local measure	EYS
Participation as a percentage of the borough's 13–19 yr age group	Local measure	EYS
Level of satisfaction with YSDS services	Local measure	Annual survey of users
Section 140 assessments are at 100%	Statutory requirement	CCIS
Increase the number of young people with a disability accessing YSDS services	Local measure	EYS
Increase the number of LAC in the borough accessing YSDS services	Local measure	EYS

May 2011

Written Evidence Submitted by New Philanthropy Capital

INTRODUCTION

NPC's Well-being Measure is an online survey-based tool that measures how young people feel and what they think about their lives. It is a useful tool for youth groups and schools for quantifying "soft outcomes" and understanding how much young people enjoy life.

It measures eight aspects of well-being: self-esteem, emotional well-being, resilience, satisfaction with friends and family, satisfaction with school and community, and overall life satisfaction.

By doing the survey at two points in time, it can measure change—and be used by charities, schools or youth groups that want to evaluate the impact of their work. All results are benchmarked against a national sample of young people.

The Well-being Measure is designed to be used with a group of ten or more young people aged 11 to 16. It is not valid for measuring the well-being of individuals.

WHAT THE WELL-BEING MEASURE CAN DO

The tool can be used to:

(a) measure the changes in a group of children between two points in time—for example, to test whether a youth project has an impact on young people's well-being.

(b) compare a group of children to a national baseline—for example, for schools to see how their students compare to other young people in the UK.

(c) look for patterns within a group—for example to compare whether well-being differs between boys and girls in a group, or to see whether an intervention has a different impact on young people eligible for free school meals compared to those that are not.

All results are available in a downloadable report once the survey is finished. Organisations can also do their own custom analysis by using our online filtering tool.

USING THE WELL-BEING MEASURE

Organisations sign up and create their own surveys. Although surveys are based around a standard set of questions, they can be customised by selecting which areas of well-being to include and adding questions if

required. Once a survey is launched, young people are given a unique code and complete it online, which usually takes around 10 to 15 minutes.

In the survey, young people are asked to respond to a series of statements about their lives, and must say how they feel on a five-point scale (ranging from strongly agree to strongly disagree). Individual responses are then aggregated to produce an overall measure of well-being in each of eight areas. The final results for the group are presented as a percentage score from 0 to 100, which reflects well-being in the context of other young people in the UK. For example, a score of 30% on self-esteem, means that 30% of the national population has lower self-esteem than your group and 70% of the national population has higher self-esteem than your group. The national population figures is drawn from a sample of 2,000 young people from across UK that have completed the survey. Over time this sample will grow, increasingly analytical capability of the tool.

Once a survey is closed, organisations receive a detailed report of their results, and can do some of their own analysis using our online filtering tool.

Organisations that want to measure change can then do a “follow-up” survey. A second report is generated once this is complete and shows how the well-being of participants has changed.

More information on the Well-being Measure is contained in the appendices. Appendix 1 shows the questions in the basic survey. Appendix 2 describes the national baseline sample.

THE CURRENT SITUATION

At present, NPC’s Well-being Measure has been released to a limited number of customers. We are limiting the number so that we can test how much support organisations require to use it and make any necessary adjustments. We will be gradually building up subscribers until our full launch at the end of 2011.

Current customers include: BBC Children in Need, Action for Children, Body and Soul Charity, Wellington College, Depaul UK, Save the Children UK, ContinYou, The Outward Bound Trust, Brathay, and the Specialist Schools and Academies Trust.

COSTS

Customers pay for the amount they use and payment is based on buying “survey credits”.

One credit buys a single survey of up to 200 young people. Each survey includes a report of results.

Running one survey allows users to measure the well-being of participants relative to the national baseline. Running two surveys (an “initial” survey + a “follow-up survey”) allows users to measure the change in well-being, and see what impact their programme has on young people.

The costs of survey credits are below. There are discounts for multiple credits bought in the same transaction.

<i>Number of credits</i>	<i>Cost</i>	<i>What it buys</i>
1	£295 + VAT	A single survey of up to 200 participants
2	£475 + VAT	An initial and follow-up survey of up to 200 participants
10	£2,000 + VAT	5 x Initial and follow-up surveys of up to 200 participants
20	£3,600 + VAT	10 x Initial and follow-up surveys of up to 200 participants

Surveys of more than 200 young people require more credits. Each credit allows you an extra 200 participants.

HOW NPC’S WELL-BEING MEASURE WAS DEVELOPED

The Well-being Measure has been developed by NPC over more than three years. There were two phases in its development: creating the survey and designing the online tool. Each is described here.

Creating the survey

We began with a thorough literature review to identify all the existing work on measuring well-being. Using this as a basis we created our well-being scales using the “best bits” from other studies. Our scales all use questions adapted from work by academics and psychologists in the UK and US.

The survey was developed with five charities and in 13 schools. It was tested with over 850 young people and met stringent statistical benchmarks for validity, reliability, and internal consistency. The tests were also designed to ensure that the survey was practical to use, that young people understood it and reacted well to it. The survey went through many revisions to meet these criteria.

During the process we had a steering group of academics and practitioners to ensure the quality and robustness of our methods. You can read about the development of the survey in our 2009 report *Feelings count* (available on the NPC website).

This phase was entirely funded by NPC, using our charitable funds.

Designing the online tool

Having developed the survey, we wanted to make sure that it was in a practical format where it could be used by charities and schools that are not experts in evaluation methods or statistical analysis.

Working with the IT developers at Public Zone (www.publiczone.co.uk), we designed a website that allows users to sign-up, administer surveys and receive their results. Within this site, data is entered online and analysis and reporting is done automatically, making it easy to use.

The website was developed with feedback from a group of 11 organisations, including charities and schools. This group helped us to design the system, determine its requirements and test the tool. We also consulted with other experts in the field of evaluation and drew on other experience within NPC.

This phase was funded by a combination of NPC, The Private Equity Foundation and the Paul Hamlyn Foundation.

FUTURE POTENTIAL

NPC's mission is to improve the effectiveness of the charitable sector so we have designed the tool with this in mind. The data from the Well-being Measure potentially has a number of exciting applications, as described below.

Understanding the well-being of young people across the UK

NPC collects anonymous data from all users of the Well-being Measure. As more people use the tool, our database will grow and provide a richer source of information.

We collect postcode information from young people which will allow us to do detailed analysis using household level classification. For example, we will be able to compare the well-being of girls on inner city estates in south London to girls in rural Cumbria.

Making the links between soft and hard outcomes

The relationship between "soft" outcomes for young people, such as self-esteem and emotional well-being, and "hard" outcomes, such as exam results or success in the labour market, is poorly understood. Using the well-being tool, there is scope to understand that link.

We could potentially link up our database on well-being with other datasets on progression to further education or employment, and see whether there is a correlation between any of the aspects of well-being. This will help us to answer the question, "Which aspect of well-being has the greatest impact on children's employment prospects?" Is it self-esteem, relationship with peers, or resilience, and therefore which interventions are most successful?

Understanding and comparing what works

For each survey conducted using the Well-being Measure, NPC collects basic information on the type of project it is evaluating. Over time, as we refine this process and collect more data, we may be able to compare different types of intervention to see what works. For example, we could compare evaluations looking at mentoring projects with those looking at counselling to see how the outcomes differ.

Developing new measures, and measures for different groups

Our online tool could be extended to include more areas of well-being. It is currently limited to eight aspects of subjective well-being but we could add more, for example on diet, exercise or behaviour. The tool could also be extended to other groups of people, for example different age groups.

Developing and testing new measures to extend the tool would require significant investment.

APPENDIX 1:

THE WELL-BEING SURVEY

See attached the questions included in the basic survey.

AREAS OF WELL-BEING COVERED BY NPC'S WELL-BEING MEASURE

<i>Aspect of well-being</i>	<i>Description</i>
Self-esteem	A child's appraisal of his or her own worth. It is closely linked with self-confidence, and is important for a healthy, happy life.
Emotional well-being	The state of a child's mental health or extent to which a child experiences depressive emotions, as well as worries and other stressful feelings. Low scores are linked to anxiety and depression.

<i>Aspect of well-being</i>	<i>Description</i>
Resilience	The capacity to cope with stress and difficulties. It involves a positive and purposeful attitude to life and is associated with high self-esteem and interpersonal problem-solving skills. It is a particularly important protective factor to foster in children, enabling them to deal better with future negative events.
Satisfaction with friends	The child's satisfaction or feelings about the quality of his or her close friendships both in and out of school.
Satisfaction with family	The child's satisfaction or feelings about his or her family relationships, including the quality and quantity of time spent with parents or carers, and how well the family gets on.
Satisfaction with community	The child's satisfaction or feelings about his or her local area and neighbours or people in the community.
Satisfaction with school	The child's satisfaction or feelings about his or her school environment, including how enjoyable and interesting it is, and how safe it feels.
Life satisfaction	A global measure of a child's overall happiness or satisfaction, based on a single question where the child rates his or her life on a scale from 1 to 10.

APPENDIX 2:

THE NATIONAL BASELINE SAMPLE

What is the national baseline?

The national baseline is a sample of young people across the UK that have completed the well-being survey.

How is the national baseline used in NPC's Well-being Measure?

It is used in all the graphs and statistics generated in NPC's Well-being Measure to put results in context.

For example, if your results show a score of 30% on self-esteem, it means that 30% of the national population has lower self-esteem than your group and 70% of the national population has higher self-esteem than your group.

In each graph, the national baseline is adjusted to account for the age and gender of respondents, so you can be sure that your results are not biased. For example, in a graph that shows a group of young people consisting of 40% boys and 60% girls aged 11 and 12, the national baseline is adjusted to reflect this.

How is the national baseline constructed?

Currently, the national baseline is a sample based on just under 2,000 young people that have completed the survey between 2010 and 2011. This is comprised of surveys across a variety of different settings, including mainstream schools and charity projects. However, it is not fully representative in terms of geographical, demographic or social spread.

To partly correct this, the data has been weighted by age and gender in comparison to national demographic data. We use standard statistical weighting procedures.

To assess whether our sample provides a satisfactory proxy baseline, we compared it to results of a national survey of the well-being of young people age 11 to 16 in 2008 published by The Children's Society. Our sample also reported similar patterns when comparing boys and girls and different age groups within the sample.

How will you keep the national baseline up-to-date?

A condition of using NPC's Well-being Measure is that data is (anonymously) submitted to contribute to a sample of all the young people that have used it. As the well-being measure is used more and more, this sample will grow.

As the sample grows, it will enable us to learn more about the well-being of young people in the UK and increase our powers of analysis. As part of the survey, we request postcode data on individual young people which will enable us to produce a nationally-representative sample. We intend for this sample will be used to regularly update the national baseline.

June 2011

Written evidence submitted by O₂ and Teesside University

THE AIMS OF O₂ THINK BIG

O₂ launched the Think Big programme in 2010 to encourage young people to take an active role in their communities by providing funding, support, training and guidance to establish and manage their own projects. Teesside University was appointed to evaluate the project by measuring impact on young people's lives and the communities in which they live.

The programme has the potential to make a major contribution to the wellbeing of young people in the UK. O₂ intend to commit to the programme until 2015 and have invested £2 million in the first year, 2010. The commitment has risen to £4 million for 2011. It is expected that 5,500 projects should be delivered by young people. This means that over 11,000 young people will participate as project leaders and that there will be 100,000 actively participating young people. It is anticipated that the project will reach over 620,000 young people as benefiting participants.

This is an open programme, but O₂ expect that at least half of open applications will come from young people from less advantaged backgrounds. For those young people who enter the programme supported by partner youth organisations, it is expected that 80 per cent will come from less advantaged backgrounds.

The project is innovative because it does not impose ideas on young people which are considered by older adults to be beneficial to them. Instead, they work to their own priorities. It is anticipated that this approach will produce change that may help to challenge negative stereotypes about young people. O₂ Think Big provides a unique opportunity to research a very large number of small-scale, young people led projects. This allows for an assessment of how young people prioritise and formulate ideas, what kinds of support they value most, and how young people build confidence and social capital, and win the trust of their community.

This is a longitudinal study spanning five years. Consequently, by following the progress of young people within and beyond the programme, we will be able to find out how young people develop employability and leadership skills as a consequence of participation in O₂ Think Big. It will also be possible to assess how relatively small levels of investment can help young people to make positive life choices and make successful transitions to adulthood.

METHODOLOGY

The evaluation has three levels: research at individual project level; at the local level to assess impact on community; and, at national level where overall social impact is assessed. A range of data sources allow for triangulation of evidence.

- A. Biographical data on young people and an indicator of household affluence.
- B. Resilience, pro-social and attitudinal data.
- C. Qualitative research on young people's project journeys.
- D. In-depth qualitative community impact studies.

Biographical details collected from the O₂ Think Big website include age, sex, ethnicity, highest level of educational achievement, disability and/or limiting illnesses, and questions on education/training/employment to determine NEET status.

There is limited scope to develop a complex attitudinal and pro-social questionnaire for O₂ Think Big due to the constraints of space on the website application form and the risk of young people losing interest in application. Drawing upon a range of tried and tested techniques, a short questionnaire was produced which covered a range of issues.⁵⁹

The questionnaire is not as intensive as, for example, New Philanthropy Capital's approach to measure children's wellbeing.⁶⁰ For ethical and pragmatic reasons we sought to avoid questions about family background and instead use a general indicator of relative affluence: the Index of Multiple Deprivation.⁶¹ While this does not provide a definite indication of an individual's class or stratification position, the measure is reliable for a study of a very large number of programme participants—as is the case in O₂ Think Big.

In addition to ten questions to indicate levels of personal resilience, confidence and pro-social attitudes, we also wanted to collect data on young people's expectations about the personal and community impact of their projects: these factors were captured in six further questions.

⁵⁹ The scale on life satisfaction drew upon questions from a survey on child satisfaction (Huebner, *et al.*, 2005). To measure personal development questions were adapted from the Curiosity Scale (CEI-T) (Kashdan *et al.*, 2004). The scale captures two dimensions of personal development: "exploration" and "flow", (the capacity for and the tendency to become absorbed in activities respectively). Self-esteem is evaluated adapting questions from an established youth well-being scale (Huebner, 2001). Finally, pro-social behaviour is assessed based on a set of questions (Peterson, 2004) that identify how much children were using their 'character strengths' in their day-to-day lives. Two character strengths are identified through this scale that directly affect other people's well-being: interpersonal and civic strength.

⁶⁰ See Heady and Oliveira (2008). Think Big is open to young people aged 13–25, so NPC questions on family are not appropriate for older participants.

⁶¹ Details on the construction and use of the Index of Multiple Deprivation can be found at this web address: <http://www.communities.gov.uk/publications/communities/indicesdeprivation07>

Qualitative evidence is being collected on project journeys. This includes the contribution of those who offer training and support in partner youth organisations, community stakeholders, and from O₂ employee volunteers. Photo elicitation techniques are used to encourage young people to talk about the impact of their projects.

ANALYTICAL APPROACH

Measuring the impact of the programme on young people’s lives is not a straight-forward proposition because young people do not all have the same start in life. Many factors shape young people’s life transitions—some of which are beyond personal control (See Fig 1). It is not safe to adopt comparable expectations for more privileged young people with their less privileged counterparts.

Providing statistical indicators on the social value of a programme has to be done with great care. Sometimes researchers attempt to measure the impact of interventions by referring to what *could have* happened to those young people had the project not taken place. Such work can produce a *deficit model* of young people—suggesting that risky or even criminal behaviour is inevitable for less advantaged young people (such as, for example, care leavers).

FIGURE 1

FACTORS AFFECTING YOUNG PEOPLE’S LIFE TRANSITIONS

FACTORS AFFECTING AMBITIONS AND OPPORTUNITIES			
STRUCTURAL FACTORS	SITUATIONAL FACTORS	RELATIONAL FACTORS	PERSONAL FACTORS
<p>Social & Economic Change</p> <p>Social Priorities & Political Climate</p> <p>Key institutions (Education system Benefits system Employment Law Criminal Justice etc)</p> <p>Labour Market Opportunities</p>	<p>Local culture</p> <p>Housing & neighbourhood</p> <p>Community safety & cohesion</p> <p>Local politics & economy</p> <p>Health & wellbeing</p> <p>Sport, leisure & recreation facilities</p>	<p>Family life (Quality of relationships with Parents & guardians)</p> <p>Peer groups Influences (positive & negative)</p> <p>Friendship networks</p> <p>Intimate Relationships</p>	<p>Individual Differences (intelligence, health/ mental health, Physical/learning disabilities, etc)</p> <p>Aptitudes Skills & talents, attractiveness, etc.</p> <p>Personality (Optimism/pessimism, extraversion/ Introversion, ambition, etc.).</p>

Source: van der Graaf and Chapman (2009)

Sometimes exceptional case studies are used to prove a programme’s worth—focusing on the incredible rather than the usual achievement of young people. There will always be rags-to-riches stories—but the likelihood is that these exceptional people would achieve their goals anyway.⁶²

Producing *benchmarks* against which change can be measured is complex. Conventional measures of “*performance*” do not necessarily equate with measures of “*achievement*”. The dominant statistical baseline measure of successful performance at school, for example, is the achievement of 5 GCSEs at grade A-C. For most young people with a good start in life, achieving this objective is but one step on a longer educational pathway. For less advantaged young people, it can be an insurmountable barrier.

Our approach recognises that a *small step* forward, for some, can be regarded as a *giant leap* in achievement terms for others. Consequently, achievement data will be weighted, supported by evidence from intensive qualitative work on a sample of projects, to account for different starting points and the relative distance travelled by young people.

It is often expected that programmes for young people should be delivered in systematic, continuous and integrated ways. O₂ Think Big allows us to evaluate whether positive, self engineered “*ephemeral events*” are

⁶² Westall (2009) has produced a useful critical review of the literature on measuring social value in the third sector.

of significant value in young people's lives. We conceptualise this process of personal development and growth by drawing an analogy with a journey across "stepping stones".

When studying young people's "stories of change", therefore, we think that these positive "critical moments"⁶³ will stick in their minds and will have a lasting impact on their confidence and resilience; and, ultimately, increase their chances of making positive life choices in future.

INITIAL FINDINGS ON SOCIAL IMPACT

At this stage in the study, we have limited information on community and societal impact due to the small number of project completions—the strength of the analysis will grow with time.

Emerging evidence suggests that young people develop skills and confidence in many ways from start to end of their project.

- 16% more young people said that they were less likely to get bored.
- 8% more young people said they would now try new things.
- 12% more young people said they had new interests and hobbies.
- 16% young people were more likely to look at the world in a different way.
- 12% more young people said they were more able to motivate others.
- 16% more young people felt that they now worried less about their future.

Young people cared about their community before they started O₂ Think Big, but 4% were likely to feel more passionate about helping their community. Young people also become more self aware by doing an O₂ Think Big project. It challenged individuals' untested views on their personal strengths as they have had to work hard to overcome hurdles. This may have reduced self perception of self-confidence but actually strengthened their resolve to succeed in future.

"I think I've gained confidence, a massive amount of self-confidence and also motivation, because by people investing in you, it's not only the money it's the trust as well and also the support in terms of your ideas..."

"I have gained a lot of skills, because everything boils down to you... so if you do not do things, they just do not get done. So I have gained a lot of skills to do with that, sort of managing people [and] managing myself."

"It's kick started, I guess to things that... I wouldn't be doing had I not done Think Big."

Most young people said O₂ Think Big had increased their community involvement. This has not gone unnoticed by their communities.

"...it makes me feel good knowing that there's people in my class and they're not down the street smoking and everything else that they would normally be doing, it's opened a few people's eyes as to how important fitness actually is.[...] there's more people saying "alright Katie" as I walk past and taking an interest into how it's doing because the local parish council have been quite good at writing articles about my group and putting it in the local [newsletter]."

"People in the local community have seen me around doing what I'm doing, they're being engaged and I'm actually having conversations with them..."

One of the biggest impacts was the growth of understanding and appreciation by others. By doing their project they have raised adult awareness of issues that interest young people. Young people reported that this was done through campaigning, by being active in their community, by being visible while doing positive activities, and, by working with other age groups.

Young people say that their activities have encouraged other young people to go out and do something similar: suggesting a positive ripple effect—and this is beginning to produce more O₂ Think Big applications.

"It's given people that didn't think of doing anything the actual drive to do something... because if they see someone that's roughly the same age as them going out there and doing it as well, it gives them the kind of motivation to do it as well..."

"It's all about role modelling and saying you don't have to be naughty to get attention, you can do really positive things and learn skills and develop people, you know, and be rewarded for that rather than making a fool of yourself and do whatever it is that other people do."

And often it required young people to persevere.

"Initially it was hard to drum up interest at the beginning of the holidays... but we were quite lucky that one of the papers came down and took some photos and that really helped... and then we dropped some of the publicity off at the local schools and that helped us and it went quite well."

⁶³ The concept of the 'critical moment' (Thomson *et al.*, 2002) refers predominantly to negative experiences young people have. But sensitive interpretation of research data can demonstrate that the impact of difficult events is unpredictable. As Teesside researchers, MacDonald (1997), MacDonald and Marsh (2005), and Webster *et al.*, (2004) show—events at an early age can produce the impetus for young people who had previously been in serious trouble to remake their lives in a positive way.

As young people progress onto O₂ Think Bigger⁶⁴ it is likely that the depth of community involvement and impact will increase as projects scale up. There is insufficient data to undertake a social impact audit for 2010, but qualitative findings are positive. For example, working with other generations has helped challenge stereotypes.

“...one of the old women in the group said “I used to see you all the time, hanging around with so and so all the time, you used to look terrible and causing trouble but actually you’re quite a nice young chap” so you know they’ve got to know them a little bit better, give them the time of day, it’s not all about violence and graffiti.”

“Everyone knows me round here now—I went into town for a sun bed the other day and this woman said “oh you wouldn’t happen to be that dance teacher would you?”—it’s not to the point where I can’t go to the toilet without the paparazzi on my back!—but people know who I am.”

KEY MESSAGES

A key message of the evaluation is that young people from less advantaged backgrounds may, in relative terms, benefit more than affluent participants. This is because young people from such backgrounds have fewer opportunities to experiment and explore. Their horizons are shorter which can limit their scope to make positive life choices.

This does not necessarily mean that young people with few opportunities are less happy than more affluent young people. Indeed, indicators of wellbeing suggest that young people from affluent and less affluent communities can, counter intuitively, be much the same.⁶⁵

This provides no justification for inactivity if it means that these less affluent young people are persuaded to settle for less. Society needs to benefit from their potential and young people need to realise their potential. O₂ Think Big can play a significant part in this process.

Early indications suggest that O₂ Think Big offers young people a unique opportunity take part in short-term projects where they can try new things, meet new people, get some support and show themselves and others that they can be successful in what they have chosen to do. It does not matter much whether the outcome of their project is of earth shattering importance from the perspective of others—providing that it moves these young people forward in a positive and lasting way.

The O₂ Think Big programme helps young people use “stepping stones” to help them secure their confidence and make positive life choices. This use of an “ephemeral event” has positive outcomes—projects do not need to be sustainable. On the contrary, the fact that young people have achieved what they wanted, possibly for the first time in their lives, provides them with the evidence of success they need.

O₂ Think Big provides young people with a chance to do something new which can produce a positive “critical moment” which will stick in their minds and will have a lasting impact on confidence and resilience; and, ultimately, increase their chances of making positive life choices in future. Their experience of leadership, often for the first time, strengthens the value of the intervention. As the project progresses it will be possible to produce a unique longitudinal assessment of the longer term impact of the project on young people’s life transitions.

Community studies will begin in 2011 on clusters of activity in spatially proximate areas. Additionally, detailed case study work on the contribution of two national partner organisations offering O₂ Think Big projects will be undertaken.

From the end of 2011 it will be possible to assemble sufficient quantitative data to undertake a broad measure of social impact—drawing upon aspects of cost-benefit and social return on investment techniques. Such methodologies remain contentious, consequently, findings will be enriched with further qualitative analysis and time series analysis on programme reach as the intervention proceeds.

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⁶⁴ £300 is awarded for Think Big projects and those who progress to Think Bigger receive £2,500.

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June 2011

Supplementary written evidence submitted by Doug Nicholls

Youth Service pioneered many forms of in service training and support. Particularly non management supervision and forms of staff centred supervision. Most local authority youth services had a training officer just for youth workers. To the best of my knowledge there are now only two remaining, Cornwall and Leeds. The national terms and conditions under the JNC report for youth and community workers advocate 5% of a youth service budget on in service training. In the absence of a license to practice as in most other professions there is no requirement to undertake in service training other than what good practice dictates. Youth Services were relatively free standing services until about five or six years ago when they were merged into Integrated Youth Support services. This led to a period of decline and specialist universal provision. This is now in danger of coming to an end as a result of local authority cuts. Some generic training, particularly in child protection procedures and safeguarding has been available to most workers over the last few years. In addition the Union strongly supported the development of some management and leadership training for more senior workers. Generally though, most youth work professionals have not been receiving any form of Continuous Professional Development in their professional sphere for several years. CPD was the first victim of rationalisation. The last recorded figures, attached, are from the NYA survey 2008. You will notice then that some local authorities provided no in service training at all. Overall the NYA survey figures do over estimate the monetary side of things as local authorities who responded to this survey included non youth work specific items and global elements as well. Nevertheless even if we take the figure as read, we see that it was a spend less than half of the JNC recommended level.

The Youth Service now faces the biggest challenge it has had since it came into being in its modern form in 1961. Britain's youth service with its national terms and conditions linked to qualifications and standards, its partnership between local authority providers and the voluntary sector has been highly regarded internationally. Where other services have failed in recent amalgamations of service and the emphasis on child protection and problem solving, according to the HMI, youth work has steadily improved. Its reward for this improvement has been the most disproportionate cuts in any public service. Indeed, if we consider that the 1961 settlement, made at a time when the national deficit was double the current figure, provided a new universal right of young people to access quality support on their own terms throughout the country, that right has been removed. This should also be seen in the context of the expansion of the universal educational aspiration from cradle to the grave. Youth work is an educational practice, it works in the informal education manner and extended the reach of learning beyond the classroom and into the community, this is now threatened very dramatically.

Many youth services will have disappeared or be so depleted by the time of the Education Select Committee Report that only bold proposals from the Committee will help to lay a foundation for a future. Quite simply we strongly believe that the government should create a funding stream for a Youth Service with funding based on the REYS formula to local partnerships concerned to deliver universal youth services on the basis of the QAA subject benchmarks, the JNC Report and the National Occupational Standards. A new national co ordinating partnership of young people, professionals and providing agencies should be established to oversee the work of a new English Youth Service. Local consortia and their provision should be subject to government monitoring and HMI inspection and should uphold the entitlement of young people to access to universal support services and personal and social education. If the majority of funding remains in local authority hands

it will disappear, if youth services are retained in Integrated Youth Support Services they will disappear and if the current funding squeeze on voluntary organisations continues, youth work will disappear within them. A renewed commitment to young people's entitlements, developing the 2006 Act and a new funding stream to new youth service delivery arms will be the only alternative to a painful withering on the vine. It should be noted that the only remaining public service provision in many villages and towns are youth and community centres. It should also be noted that we will lose at least half a million young people from volunteering in their communities this year as a result of relatively small, but 100% devastating cuts to key organisations. It should also be noted that thousands of volunteer adults will be removed from their voluntary community activities as a result of closures of youth projects and centres by June this year.

The term youth work is unprotected. This is irresponsible and dangerous. Anyone can call themselves a youth worker. Urgent attention must be given to a simple parliamentary proposal to protect the title of Youth Worker for those working full time in the field with the relevant JNC or CE VE endorsed qualification, and the title Youth Support Worker for all those with the relevant qualification. A license to practice needs to be introduced to provide registration and the recording of experience and qualification appropriate to the different levels of operation of youth workers, volunteers. Part time support workers and full time professionals and advanced practitioners and officers.

There needs to be a coherent labour market plan for the provision of sufficient numbers of professionally qualified youth workers.

All of these proposals are highly cost effective and minimum cost proposals. Without them we are convinced that government spending in a range of other departmental areas will increase.

Finally and essentially the Committee must encourage the Minister as soon as possible, before it reports, to take emergency measures to insist on a moratorium of youth worker posts and youth project and centre cuts. He must be encouraged also to remind all local authorities of their statutory duties of consultation with young people on planned changes to their services and their duty under the Act to provide sufficient levels of provision. Unless this is done we will be forced to take a sequence of judicial reviews.

I hope the Committee will also take account of the historic underfunding of the youth service in Wales.

The Committee may want to consider carefully the consistency between the reality for youth services on the ground in England and Wales and the aspirations through the European Union and individual European states generally for the future development of youth services.

I hope this is of further assistance to you and do not hesitate to get back to me at any time for any further information or clarification. I wish you well with your report and look forward to reading it.

Annexes below

TOTAL NUMBER OF STUDENTS AS CAPTURED FROM RAW DATA = 3'892

Name of Training Agency	Course Title: JNC Validated Award	Level 1		Level 2		Level 3		Level 3		Post Grad		New Students 2010/11
		FULL TIME	PART TIME	FULL TIME	PART TIME	FULL TIME	PART TIME	FULL TIME	PART TIME	FULL TIME	PART TIME	
Anglia Ruskin University	BA (Hons) Youth & Community Work (JNC)	21	0	0	0	2	0	0	0	0	0	25
Anglia Ruskin University	FdA Working with Young People	0	0	11	0	0	0	0	0	0	0	0
Bath, University of	Foundation Degree (FdSc) Youth Work	19	9	14	2	3	0	0	0	0	0	0
Bedfordshire (Luton), University of	BA (Hons) Youth and Community Studies	25	0	19	0	0	0	0	0	0	0	23
Bolton, University of	BA (Hons) Youth & Community Work	23	2	23	4	0	0	0	0	0	0	27
Bradford College	BA (Hons) Youth and Community Development	30	1	16	7	18	9	4	9	0	0	30
Bradford College	PGD Youth and Community Development	0	0	0	15	0	0	0	0	0	0	9
Brighton, University of	FdA Youth Work	0	15	0	7	0	0	0	0	0	0	0
Brighton, University of	BA (Hons) Youth Work	0	15	0	7	0	0	0	0	0	0	0
Brunel University	BA (Hons) Youth and Community Work	26	0	15	0	0	0	0	0	0	0	0
Brunel University	Postgraduate Diploma Youth and Community Work	0	0	0	0	0	0	0	0	0	0	17
Chichester, University of	BA(Hons) Youth & Community Work	19	1	0	0	0	0	0	0	0	0	79
Coventry University	BA (Hons) Youth Work	27	1	17	3	7	0	0	0	0	0	29
Cumbria, University of	BA Programme in Youth and Community Development Work	15	1	10	0	20	9	0	0	0	0	15
Cumbria, University of	Diploma in Higher Education - Youth & Community Development	7	0	0	0	0	0	0	0	0	0	0
Cumbria, University of	FdA Youth & Community Development	0	0	0	6	0	0	0	0	0	0	0
Cumbria, University of	Graduate Diploma in Youth and Community Work	0	0	0	0	0	0	0	0	0	0	0
De Montfort University	BA (Hons) with JNC Professional Qualification	53	4	48	3	39	7	1	1	8	8	14
De Montfort University	MA/ PGDip Health & Community Development	0	0	0	0	0	0	0	0	0	0	48
De Montfort University	MA/ PGDip Youth Work & Community Development	0	0	0	0	0	0	0	0	0	0	4
Derby, University of	BA (Hons) in Applied Community and Youth Studies	0	0	0	6	19	10	0	0	0	0	43
Derby, University of	BA (Hons) in Applied Community and Youth Work	29	9	14	3	0	0	0	0	0	0	0
Durham University	MA Community and Youth Work	0	0	0	0	0	0	10	10	0	0	30
East London, University of	BA Hons Youth and Community Work	80	0	47	0	30	0	0	0	0	0	10
East London, University of	Postgraduate Diploma in Youth and Community Work	0	0	0	0	0	0	10	10	5	5	17
Gloucestershire, University of	BA Youth Work	14	0	0	0	0	0	0	0	0	0	15
Goldsmiths University of London	BA Applied Social Science, Community Development and Youth Work	25	0	34	0	34	0	0	0	0	0	30
Goldsmiths University of London	MA in Applied Anthropology and Community and Youth Work	0	0	0	0	0	0	0	0	0	0	19
Greenwich, University of	BA(Hons) Youth and Community Work	55	5	39	4	20	9	4	26	4	4	33
Havingd College of Further & Higher Education	Dip He Youth & Community Work	8	9	0	11	8	9	0	0	0	0	0
Huddersfield, University of	Post graduate Diploma in Youth and Community Work	0	0	0	0	0	0	11	11	27	27	16
Huddersfield, University of	BA(Hons) Youth and Community Work	42	13	30	26	26	0	0	0	0	0	49
Hull, University of	Diploma in Community and Youth Work	0	0	0	17	0	21	0	0	0	0	0
Leeds Metropolitan University	BA (Hons) Youth Work and Community Development (JNC)	43	26	41	14	29	15	0	0	0	0	59

Name of Training Agency	Course Title : JNC Validated Award	Level 1		Level 2		Level 3		Post Grad		New Students 2010/11	
		FULL TIME	PART TIME	FULL TIME	PART TIME	FULL TIME	PART TIME	FULL TIME	PART TIME		
Leeds Metropolitan University	PGDip/MA Youth Work and Community Development (JNC)							8	18	19	
Liverpool John Moores University	DIP HE Youth and Community Work			28	13						
London Metropolitan University	Bsc (Hons) Youth Work	0	0	0	0	0	0	0	0	22	
Manchester, University of	BA (Hons) Applied Community and Youth Work Studies	22	8	10	1					18	
Middlesex University (Barnet College)	BA(hons) Integrated Youth Work and Support	0	0	0	0	0	0	0	0	11	
Middlesex University (College of North East London)	BA (hons) Youth Work	0	0	0	0	0	0	0	0	14	
Moorlands College	BA (Hons) in Applied Theology (Youth and Community Work)	10		18		11				15	
Nazarene Theological College, Manchester	BA (hons) in Theology: Youth Work and Ministry	6		3		3		5		5	
Newman university College	BA in Youth and Community Work	21	26	22	14	9				44	
Newman University College	Fda Youth and community work				6					0	
Newman University College	MA Youth and Community Work								12	12	
Oasis College	BA (Hons) Youth Work and Ministry	25		0		0		0		24	
Oasis College	DipHE Youth Work and Ministry	0	0	12	1	15	0	0	0	0	
Ruskin College	BA Youth and Community Work	16	12	6	5	7	4			21	
Sheffield Hallam University	Foundation Degree Youth and Community work	16	5	18	7					20	
Sheffield Hallam University	Graduate Diploma in Youth Work							7	18	23	
Southampton, University of	Foundation Degree Youth Work	0	12	0	13	0	0	0	0	0	
St Helens College	Foundation degree in Youth & Community Work	0	0	0	16	0	0	0	0	0	
Staffordshire University	Foundation Degree in Youth and Community Work	0	0	0	8	0	0	0	0	0	
Sunderland, University of	BA (Hons) Youth and Community Studies	25	0	26	2	26	27			24	
Teesside University	PgDip / MSc Professional Qualification in Youth Work							2	13		
Teesside, University of	BSc Youth Studies and Youth Work	22	0	15	0	6	0	0	0	24	
University College Plymouth St. Mark & St. John	BA (Hons) in Youth and Community Work	16	0	25	7	15	1			25	
University College Plymouth St. Mark & St. John	Postgraduate Diploma in Youth and Community Work							7	16	19	
Worcester, University of	BA (Hons) Youth and Community Services	12		11		4				45	
YMCA George Williams College	FD/BA(Hons) Informal Education	30	58	23	64	25	48			93	
		756	235	614	294	373	188	70	322	1040	
TOTALS FOR YEAR		Level 1	991	Level 2	908	Level 3	551	Post grad	392	new students	1040

 NATIONAL YOUTH AGENCY

ANNUAL MONITORING 2009–10—INITIAL FINDINGS

Changes in approach

- A new process for Annual Monitoring has been developed following ETS approval. This has lessened the burden on HEIs, removing the requirement for HEIs to provide detailed submissions and the process of grading HEIs in response to these submissions.
- The process now focuses on the statistical information (in line with the existing proforma) with scope given to provide feedback on quality assurance processes, including good practice points and challenges. This will be underpinned by a rolling process of Annual Monitoring visits (3 each year) which will act as both a quality check and as an opportunity for NYA/ETS to have a detailed dialogue with HEIs.
- The online proforma was developed in July 2010 and piloted with 6 HEIs and refined in line with feedback. It has been housed on 'Survey Monkey' allowing ease of access for HEIs and allows for the direct collation of data by the NYA.
- A detailed step-by-step guide was provided to ensure those inputting had clear instruction on how to do this.
- Overall the inputting process has worked well, with around 90% of returns coming in with no difficulties. Other programmes have experienced some barriers. For a majority of the queries these were resolved by directing people to the appropriate page in the guidance.
- Survey Monkey does have limitations and NYA will review its use. Three barriers are:
 - Survey Monkey does not allow programmes to print a copy of their return.
 - Survey Monkey needs to be deleted from browser history prior to a second or third programme being inputted from the same organisation.
 - Survey Monkey requires data for all fields even when not appropriate to the programme being inputted.
- A key issue for some HEIs was the need to duplicate the proforma as Quality Assurance processes require programmes to submit the return internally before posting externally.
- Options for a more sophisticated online data collection process are limited due to funding implications.
- A full review is scheduled ahead of the next round of monitoring to consider all feedback and amend as appropriate/possible.

INITIAL FINDINGS

Data requires some reconciling and amendments, going back to source in some cases. Therefore the figures given below may shift.

General

- Programmes:
 - Currently have 68 validated programmes across 45 HEIs.
 - Received information from all but two HEIs (covering three programmes. Two programmes have been recently validated but are not aiming to recruit until 2012.
 - One HEI has been requested to re-input data as their two programmes have been presented in one proforma which cannot be interpreted.
 - A number of HEIs are presenting two programmes as they have new BAs as well as FdA/Dip HEs that are running to completion, whilst others have presented as one set of data to cover both. In next years monitoring the number of programmes will dip as these end.
 - The initial figures in this report are based on information received from 61 programmes.
- Programme level:
 - BA/BSc = 30.
 - DipHE/BA = 3 (in transfer).
 - FdA/Dip HE = 14 (inc. OU).
 - Post Grad Dip/MA = 14.
- JNC supervisors:
 - On data received the level of JNC qualified supervisors has dropped from 76% to 70%. The full report will again look for changing trends in supervisors.

New students—September 2010

- Recruitment:
 - The target recruitment across programmes was 1,111.
 - The actual recruitment across programmes at this stage is 1031.

- This represents 93% of target being achieved.
- In comparison to the final recruitment figure for last year this is a drop of 246 students. This number should rise with the outstanding returns data but also the drop may reflect the number of programmes that are running to completion (dipHE, FdAs) and did not recruit in Sept 10. From the data received so far 19 of the 61 programmes are not recruiting.
- Gender:
 - The male/female divide shows a 1 % shift to last years with male representation up to 38% and female down to 62%.
- Ethnicity:
 - White remains the large majority in ethnicity (53%) yet once again it shows a steady drop in line with the previous four years figures (last year 56%) This is balanced with the continued rise in all other ethnicity groups.
- Disability
 - At this stage of data analysis, 17% of the new cohort are recorded as disabled, 3% of these have a registered disability. This is a rise of 3.5% and 1% in comparison to last years.
- Qualifications on entry:
 - For post grad programmes 78% have an fda/dipHE or BA on entry. At this stage it represents a drop of 3% on last year's figures. For under grad programmes 48% have a level 4 qualification or above, 15% have a level 3 qualification.
- Age:
 - The spread across age range is fairly even across the U21, 21–24 and 25–29 categories (27%, 25% and 20%). There is a slight drop in the 30–34 category to 10% and 18% in the 34+ category. This shows that the trend toward younger students and a drop in mature entrants continues.

Existing students—2009–10

- Existing Programmes:
 - There are 2,834 students currently on programmes—1,002 at level 1, 917 at level 2, 561 at level 3 and 354 post graduate students. 1,796 are full-time and 1,038 part-time.
- Retention and completion:
 - Returns have been confusing around this area as breakdown data has not always equalled the total figures given. However, the overall picture is that the highest non completion is at level 1, where it is to be expected the initial drop out to occur. The retention strengthens across level 2 and 3 with Post graduate retention at 83% for full-time students. Further analysis of the reasons behind non-completion will be done as individual returns are analysed further.
- Attendance:
 - Attendance across all levels is in line with requirements, showing a steady increase through the levels:
 - At level 1 the attendance at 80% or above is at 83% for full-time students and 87% for part-time.
 - At level 2 the attendance at 80% or above is at 90% for full-time students and 84% for part-time.
 - At level 3 the attendance at 80% or above is at 92% for full-time students and 96% for part-time.
 - At post graduate level the attendance at 80% or above is at 96% for full-time students and 93% for part-time.
- Achievement:
 - The recorded number of JNC leavers from the proformas is 765, 31% are at level 2, 47% at Level 3 and 22% at post grad level. The numbers have shifted from last year and reflect the drop in level 2 and increase in level 3 as the BA professional status change takes effect.
- Destinations:
 - So far destination data has been received for 703 students, of which 25% are going to voluntary sector and 31% to the statutory sector, which is very similar to last years data. 17% have unknown destinations.

NYA AUDIT 2007–08 COMPARATIVE DATA—WORKFORCE

Table showing the number of full-time equivalent staff working in individual responding authorities in the workforce categories shown, together with expenditure on continuing professional development (cpd).

<i>LOCAL AUTHORITY</i>	<i>All staff¹</i>	<i>Professionally qualified youth workers</i>	<i>Other qualified youth workers²</i>	<i>Youth support workers</i>	<i>Delivery staff³</i>	<i>CPD expenditure⁴</i>
BARNET	37	8	14	6	28	£45,107
BARNSELY	58	21	12	20	52	£20,988
BATH AND NORTH EAST						
SOMERSET	34	14	0	11	25	£0
BEDFORDSHIRE	39	13	10	1	23	£92,860
BEXLEY	0	0			0	£0
BIRMINGHAM	216	83	0	76	159	£133,589
BLACKBURN w DARWEN	0	0			0	£0
BLACKPOOL	43	15		18	32	£0
BOLTON	42	8	4	20	32	£2,063
BOURNEMOUTH	47	15	0	23	38	£68,085
BRACKNELL FOREST	24	5	3	7	16	£11,830
BRADFORD	76	55	7		62	£143,282
BRENT	33	7	9	7	23	£0
BRIGHTON AND HOVE	56	15	14	14	43	£15,426
BRISTOL	75	30	9	12	51	£135,828
BROMLEY	33	11	3	12	26	£34,181
BUCKINGHAMSHIRE	85	37	13	14	64	£122,000
BURY	34	9	12	5	26	£12,380
CALDERDALE	82	36	11	16	63	£9,685
CAMBRIDGESHIRE	59	31		22	53	£88,894
CAMDEN	0	0			0	£0
CHESHIRE	0	0			0	£0
CITY OF LONDON	8	4	2	1	6	£0
CORNWALL	131	53	12	42	107	£0
COVENTRY	93	30	14	33	77	£116,770
CROYDON	65	29	2	17	48	£62,000
CUMBRIA	20	7	0	0	7	£117,480
DARLINGTON	23	6		11	17	£22,767
DERBY	74	24	9	28	61	£66,920
DERBYSHIRE	119	37	6	39	82	£339,173
DEVON	131	53	12	42	107	£56,943
DONCASTER	50	10	1	22	33	£9,094
DORSET	68	25	2	29	56	£808
DUDLEY	77	25	10	29	63	£30,062
DURHAM	87	33	26	15	74	£25,000
EALING	56	14	8	22	44	£0
EAST RIDING OF						
YORKSHIRE	50	13	10	15	38	£26,042
EAST SUSSEX	70	17	12	19	48	£60,291
ENFIELD	33	13	3	8	24	£24,944
ESSEX	181	57	47	20	124	£183,144
GATESHEAD	76	39	4	15	58	£0
GLOUCESTERSHIRE	157	58	5	58	121	£119,485
GREENWICH	65	15	22	9	46	£0
HACKNEY	69	12	20	17	49	£73,997
HALTON	30	11		15	26	£36,186
HAMMERSMITH & FULHAM	0	0			0	£0
HAMPSHIRE	114	61		34	95	£383,400
HARINGEY	0	0			0	£0
HARTLEPOOL	28	7		17	24	£4,188
HAVERING	0	0			0	£0
HEREFORDSHIRE	27	12	1	6	19	£10,472
HERTFORDSHIRE	95	36	6	31	73	£117,840
HILLINGDON	0	0			0	£0
HOUNSLOW	39	12	11	8	31	£5,000
HULL (Kingston upon)	73	13	1	41	55	£52,349

<i>LOCAL AUTHORITY</i>	<i>All staff¹</i>	<i>Professionally qualified youth workers</i>	<i>Other qualified youth workers²</i>	<i>Youth support workers</i>	<i>Delivery staff³</i>	<i>CPD expenditure⁴</i>
ISLE OF WIGHT	0	0			0	£0
ISLINGTON	85	14	17	21	51	£190,000
KENSINGTON AND CHELSEA	0	0			0	£40,276
KENT	261	92	24	49	165	£84,315
KINGSTON UPON THAMES	23	11	3	2	16	£8,436
KIRKLEES	0	0			0	£0
KNOWSLEY	57	33	3	12	48	£0
LANCASHIRE	364	105	151	0	256	£377,209
LEEDS	NA	NA	NA	NA	NA	£0
LEICESTER	71	23	0	28	51	£67,744
LEICESTERSHIRE	110	32	4	45	81	£141,299
LEWISHAM	0	0			0	£0
LINCOLNSHIRE	113	43	4	43	90	£0
LIVERPOOL	107	51		40	91	£168,672
LUTON	37	16	1	9	25	£32,459
MANCHESTER	166	89		57	146	£29,220
MEDWAY	50	2	25	0	27	£19,728
MERTON	25	11		9	20	£17,520
MIDDLESBOUGH	0	0			0	£0
MILTON KEYNES	50	19	7	13	39	£15,169
NEWCASTLE UPON TYNE	45	5	11	5	21	£0
NEWHAM	79	26	4	22	52	£80,000
NORFOLK	25	0			0	£86,236
NORTH EAST LINCONSHIRE	50	8	20	12	40	£22,181
NORTH LINCOLNSHIRE	51	5	17	18	40	£0
NORTH SOMERSET	37	13	4	14	30	£41,890
NORTH TYNESIDE	26	11	4	4	19	£0
NORTH YORKSHIRE	92	43	23	16	82	£72,525
NORTHAMPTONSHIRE	16	5	0	7	12	£0
NORTHUMBERLAND	66	16	23	2	41	£18,577
NOTTINGHAM CITY	113	31	12	47	90	£0
NOTTINGHAMSHIRE	243	58	19	117	194	£179,019
OLDHAM	56	12	0	25	37	£27,166
OXFORDSHIRE	75	38		17	55	£40,716
PETERBOROUGH	20	18		2	20	£39,377
PLYMOUTH	47	7	13	8	28	£27,237
POOLE	28	12	2	6	20	£16,335
PORTSMOUTH	0	0			0	£0
READING	32	9	7	10	26	£6,012
REDBRIDGE	37	14		11	25	£0
REDCAR & CLEVELAND	0	0			0	£0
RICHMOND	33	9	11	7	26	£22,000
ROCHDALE	45	18	0	10	28	£0
ROTHERHAM	142	25	33	45	103	£5,000
RUTLAND	9	3	2	1	6	£0
SALFORD	17	9	0	7	16	£20,608
SANDWELL	0	0			0	£0
SEFTON	44	12		16	28	£60,190
SHEFFIELD	116	43	30	23	96	£21,035
SHROPSHIRE	57	18	0	21	40	£33,380
SOLIHULL	40	14	5	12	30	£11,102
SOMERSET	80	35	0	24	59	£50,416
SOUTH GLOUCESTERHIRE	0	0			0	£0
SOUTH TYNESIDE	32	8	13	5	27	£11,675
SOUTHAMPTON	44	18	0	19	37	£64,290
SOUTHEND	40	7	10	13	30	£21,191
SOUTHWARK	52	7	15	19	41	£0
ST HELENS	47	14	0	22	36	£27,927

<i>LOCAL AUTHORITY</i>	<i>All staff¹</i>	<i>Professionally qualified youth workers</i>	<i>Other qualified youth workers²</i>	<i>Youth support workers</i>	<i>Delivery staff³</i>	<i>CPD expenditure⁴</i>
STAFFORDSHIRE	137	50	0	45	94	£158,435
STOCKPORT	54	32	0	15	46	£0
STOCKTON ON TEES	43	17		14	31	£7,102
STOKE ON TRENT	0	0			0	£0
SUFFOLK	92	32	23	18	72	£99,500
SUNDERLAND	43	2	19	3	24	£7,109
SURREY	165	46		83	129	£0
SUTTON	30	13		3	16	£13,483
SWINDON	0	0			0	£0
TAMESIDE	48.4	11.5		22.3	33.8	£68,740
TELFORD AND WREKIN	29.32	10	6.08	1.24	17.32	£19,712
TORBAY	25.62	12.5	0	8.12	20.62	£12,089
TOWER HAMLETS	138.4	54.4		60	114.4	£0
TRAFFORD	38.2	9	5	16.9	30.9	£18,181
WAKEFIELD	0	0			0	£0
WALSALL	71.3	61.9	0	3.4	65.3	£148,817
WALTHAM FOREST	0	0			0	£0
WANDSWORTH	70.86	55.17	0	0	55.17	£31,570
WARRINGTON	0	0			0	£0
WARWICKSHIRE	0	0			0	£0
WEST BERKSHIRE	0	0			0	£0
WEST SUSSEX	140.46	64	0	45	109	£116,264
WESTMINISTER	36.2	14.8	2	5.8	22.6	£24,108
WIGAN	50.56	15.66	0	20.9	36.56	£14,742
WILTSHIRE	74	25.5	9.8	17	52.3	£47,887
WINDSOR & MAIDENHEAD	17.94	4.5	4	2.44	10.94	£50,228
WIRRAL	76.52	23.14	6.14	36.04	65.32	£0
WOKINGHAM	36.7	8	1	12.9	21.9	£22,000
WOLVERHAMPTON	85.4	22.31		38.59	60.9	£27,094
WORCESTERSHIRE	88.55	22	5	38.65	65.65	£106,686
YORK	50	24	10	11	45	£39,864
	8,273	2,873	974	2,359	6,206	£6,112,297

¹ Includes administrative and management staff. Does not include Does not include volunteers or vacancies data.

² Youth workers who have a professional qualification other than a professional youth work qualification.

³ Includes professional youth workers, other qualified youth workers and youth support workers.

⁴ Includes training courses, on-site, youth-work specific and multi-agency training; premises costs and spending on CPD from central sources.

Written evidence submitted by Dr Jason Wood

What evidence exists that demonstrates the impact of Youth Services?

There is a considerable range of evidence, it is significantly varied and usually local (since services are planned and delivered mostly in a local context).

Key national studies have found:

- Youth work contributes to increase confidence, enables young people to make new friends, learn new skills and re-engage with education, make decisions for themselves and improve understanding of others.
- These 'soft skills' can enable young people to make the most of their cognitive abilities which in turn impacts upon their engagement with formal education.
- Youth work not only sustains the voluntary relationship in universal provision but also contributes to a number of key policy objectives.
- Youth work takes a holistic approach and is sustained over time. It is at its best when embedded in the local community.
- Young people primarily value the relationship they have with a youth worker who can act as a bridge between them and the services that seek to engage with them.

- There is the need for more systematic approaches to the assessment of need and allocation of resources; better use of management info and quality assurance.

Although the committee is not considering information, advice and guidance services, the national evaluation of the Connexions service provides interesting insights into the importance of the relationship built between young people and practitioners:

The main message from this research was that the primary mechanism through which Connexions achieved impact was through **a trusting relationship between young person and adviser and a holistic, flexible and non-stigmatising approach to their situation and their needs**. It is precisely this kind of relationship that youth work trains its workers to cultivate. The efficacy of this mode of intervention has been well-demonstrated by the study.

- Single-stranded interventions, ones focused only on IAG, or ones aiming too rigorously at meeting targets for **NEET** reduction were less effective.
- YP with multiple risks actually reported avoiding the service because they perceived it as an IAG service.
- These young people have multiple and complex needs, and the impact achieved with them was multi-faceted, but there was clear distance travelled when Connexions worked at its best with them.
- This shows the importance of personal development within the young person and adviser/youth worker relationship, and also the difficulty of measuring outcomes when they are multifarious and “soft”.

How can we strengthen our understanding of the impact of services?

It is our view that there are a number of key recommendations to make in order to better support local youth services to monitor, evaluate and demonstrate their impact. These include:

- A **major study of the impact of youth work** comprising three key stages: a meta-analysis of available evidence; a multi-modal process and impact study (including aspects of Social Return on Investment (SR01) integrated into the design); using the findings to inform the development of local evaluation systems.
- The use of **self-assessment and peer-assessment inspection frameworks** (perhaps modelled on a Beacon councils approach).
- The **active involvement of young people** in the monitoring and evaluation of services.

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