

# CITY WIDE AND CITY CENTRE YOUTH OFFER

## BACKGROUND

The paper, Prevention and Early Intervention Services – a proposal for a new way of working, presented at the Executive meeting in March outlined the plans to create new Local Area Teams which would work right across York.

The new Local Area Teams will be the model through which the youth offer will be delivered in future, therefore, the implementation of this new model requires consideration of the city wide offer to young people, including the city centre provision which is currently delivered from 'Castlegate for Young People'.

This report provides further details of the creation of a new city wide youth offer with specific detail on the proposals for a new city centre offer to young people.

## SUMMARY

The creation of Local Area Teams presents an opportunity to revisit our city wide and city centre offer to young people. We have stated that our vision is to place children and young people at the heart of everything that we do and our offer to young people is an articulation of this.

The same headline proposals for children's centres also ring true for our aspirations for our city-wide offer to young people.

- Ensure support for all young people
- Do more when young people need more
- Make the best use of our buildings and staff

We want our city wide offer to enable young people to be supported and to be able to access a range of groups, activities and experiences which provide them with support, readiness for adult life and enjoyment.

In recent years the Local Authority has grown into a new role as an enabler and instigator of provision for young people rather than providing direct delivery. We will continue this journey through our new city wide and city centre offer to young people:

- We will create a new more holistic and partnership based city centre location for young people. This will deliver a broader offer than our existing city centre provision and do so on a more sustainable basis.
- We will create dedicated capacity in each Local Area Team that will work with all agencies including the voluntary and community sector to ensure high quality and responsive provision for young people.
- We will consolidate our funding streams to make it easier for community groups and providers to access funds to help them become established.
- We will continue to work directly with young people in response to need in local communities and in the city centre.
- We will further strengthen and champion work to listen to the voice of young people and involve them in service developments through Local Area Teams, the city centre offer and with our partners across York.
- We will improve our delivery of information to young people alongside the redeveloped city centre offer and sources of online information. This will make it easier to see the range of support and provision which is available to young people.

## CONTEXT

The current “youth offer” is split across two directorates within the council, and has two distinctive age ranges. Work within Communities and Neighbourhoods has focused on building community and voluntary sector capacity to ensure a varied and intelligence led approach to the youth offer. The result has been activities and support driven by young people as well as an increase in the Community and Voluntary Sector partnerships to deliver for young people across the city.

A specific city centre youth offer has continued to exist separately for young people aged 16 to 25 years old and is predominantly managed from Castlegate for Young People. As part of the new operating model we now want to ensure that the whole city wide youth offer continues to use a varied and intelligence led approach to how young people want the offer delivered in their communities and the city centre.

## STATUTORY EXPECTATIONS IN RELATION TO INFORMATION, ADVICE AND GUIDANCE (IAG) FOR YOUNG PEOPLE AND SUPPORTING THEM INTO EDUCATION OR TRAINING

Local authorities have existing responsibilities to support young people into education or training, which are set out in the following duties:

- Secure sufficient suitable education and training provision for all young people aged 16-19 and for those aged 20-24 with an Education and Health Care Plan in their area.
- Make available to young people aged 13-19 and to those aged 20-24 with an Education and Health Care plan (EHCP), support that will encourage, enable or assist

them to participate in education or training. Tracking young people's participation successfully is a key element of this duty.

In addition to the above, the Education and Skills Act 2008 (updated in 2015) places two new duties on local authorities with regard to 16 and 17 year-olds. These relate to the raising of the participation age (RPA):

- A local authority in England must ensure that its functions are (so far as they are capable of being so) exercised so as to promote the effective participation in education or training of persons belonging to its area with a view to ensuring that those persons fulfil the duty to participate in education or training.
- A local authority in England must make arrangements to enable it to establish (so far as it is possible to do so) the identities of persons belonging to its area to whom are failing to fulfil the duty to participate in education or training.

In order to discharge these duties local authorities must collect information to identify young people who are not participating, or who are at risk of not doing so, to target their resources on those who need them most. The information collected must be in the format specified in the National Client Caseload Information System (NCCIS) Management Information Requirement. To meet this requirement, local authorities need to have arrangements in place to confirm young people's current activity at regular intervals. This may be through the exchange of information with education and training providers and other services as well as through direct contact with young people.

Local authorities are expected to continue to work with schools to identify those who are in need of targeted support or who are at risk of not participating post-16. They need to agree how these young people can be referred for intensive support, drawn from the range of education and training support services available locally. Tools such as "risk of NEET" indicators may support this.

Local authorities are expected to lead the September Guarantee process, which underpins the delivery of this duty. This is the process by which local authorities aim to ensure that all 16-17 year olds receive an offer of a suitable place in education or training by the end of September each year.

Castlegate is the main centre from where the Local Authority currently delivers its statutory duty to encourage and support young people age 16 to 19 to participate in education, employment and training and tracks supports young people NEET to re-engage in provision.

The new model and staffing structures of Local Area Teams take account of this range of statutory responsibilities and provide an innovative and efficient way of meeting the needs of young people.

## THE CITY WIDE AND CITY CENTRE OFFER TO YOUNG PEOPLE

A consultation conducted with young people aged 16-25 years demonstrated some key thoughts from young people about what is important to them from accessing services throughout their city. The key elements from the consultation were:

- A range of ways to engage young people is needed for the variety of issues they present, although face to face initial appointments work well.
- The main issues young people needed advice and support with were mainly; help with somewhere to live, and mental health and emotional wellbeing.
- Young people described a need for that first contact to be able to 'tell their story' then choose from a range of support networks that achieve what they need from services.
- High value is placed on quality IAG and support to inform choices about education, employment and training.

The views of the young people consulted with supported us to build a revised offer to young people for the services currently delivered through Castlegate in response to need.

Further consultation with young people in co designing the new city centre offer would form a key part of the development of the offer and will feature across the new model.

## THE CITY WIDE YOUTH OFFER

In recent years the Local Authority has grown into a new role as an enabler and instigator of provision for young people rather than providing direct delivery. We will continue this journey by:

- Creating a new more holistic and partnership based city centre location for young people.
- Providing dedicated capacity in each Local Area Team that will work with voluntary and community sector partners to ensure provision for young people.
- We will consolidate our funding streams to make it easier for community groups and providers to access funds to help them become established.
- Working directly with young people in response to need in local communities and in the city centre.
- Further strengthening and championing work to listen to the voice of young people and involve them in service developments through Local Area Teams, the city centre offer and with our partners across York.
- Improving our delivery of information to young people alongside the redeveloped city centre offer and sources of online information. This will make it easier to see the range of support and provision which is available to young people.

The young people's city centre offer would form part of a wider all age holistic City centre offer with CYC capacity to support the offer drawn from resources based in the LAT's and Adult services.

Establishing the offer alongside community and voluntary sector partners will form a multi agency holistic offer and reduce infrastructure costs.

## THE CITY CENTRE YOUTH OFFER

The proposed new city centre offer for young people would:

- Look to provide space for complimentary **voluntary and community sector partners** to be permanently based at the city centre venue. This will establish the city centre offer on a much stronger partnership basis and opens up exciting opportunities to deliver a more diverse range of support to young people. Following approval from Executive a formal process would be followed to identify and secure a suitable partner(s) to be based at the city centre venue. Initial discussions would suggest appetite from partners for this proposal.
- Provide a **multi agency and holistic** framework of **Information and Advice sessions** across a range of themes to meet identified need. These sessions would be supported as required by drawing workers in from; Local Area Teams, other CYC services and partners from the community and voluntary sector. This would look to include a range of advice agencies that form the membership of the Advice York partnership. By developing this aspect of the offer the city centre venue will be able to provide a much richer range of support than is currently the case.
- The landscape of **mental health provision** for children and young people is undergoing significant change with the introduction of Future in Mind. The Local Area Teams will play a full and appropriate role in tackling the important issue of mental health. There is an identified need to continue to ensure that young people are able to access mental health support in particular at the transition from being a young person into adulthood.
  - It is proposed that in identifying community and voluntary sector partners to operate from a city centre venue that opportunities could be developed where these partners can increase capacity to meet this need. Currently hosting a relatively small counselling provision within a single council service incurs significant overheads. The advantage of embedding this provision with a suitable partner is that they are more likely to have in place an appropriate infrastructure to support it. This is a timely opportunity to explore, as the Community and Voluntary sector have expressed their desire to develop and build their offer into the younger age range. This proposal is made with a clear understanding that resources would need to be committed in order to build this capacity in any partner organisation. Following approval by

Executive this proposal would be included within a process to identify a permanent city centre partner.

- York has a strong history of **engaging young people** in the development of projects. We would want any new city centre location to provide the opportunity to provide good quality space for use by the community or young people to develop their own projects.
- Provide access to **good quality information and signposting**. By drawing in information specialist roles from the Local Area Teams a broad information offer would be available to any young person accessing the city centre venue. This information offer would also be able to identify young people that could benefit from the more intensive services provided by Local Area Teams or partners. It would be able to signpost young people to other CYC services and partners.
- Provide **specialist information, advice and guidance (IAG)** to young people who are Not in Employment, Education or Training (NEET). The city centre venue would provide information, advice and guidance through appointments, group work and workshops staffed by specialist workers drawn in from Local Area Teams. The city centre location would also offer a venue for group work and workshops supported by partners such as York Learning, the Apprenticeship hub team and other partners (e.g Training providers, employers, Jobcentre Plus).
  - The proposal that the city centre offer works as part of a city wide targeted IAG and inclusion offer for young people aged 13 to 19 focused upon Danesgate learners, Children Looked After (CLA), care leavers, young people supported by the Youth Offending Team (YOT) and post 16 NEETs.
  - Dedicated specialist IAG workers would be allocated in response to need. It is expected that dedicated resource would be allocated towards young people that attended Danesgate or are in care/care leavers. In addition, further specialist IAG staffing would operate flexibly across the Local Area Teams and city centre offer in response to need. They will offer 1:1 guidance appointments to NEET young people 16-19 and deliver appropriate group work and workshops as part of a multi agency holistic framework of Information and Advice sessions. The framework will also be supported by York Learning and the Apprenticeship hub team with input from partners e.g National Careers Service, training providers, employers and Jobcentre Plus.
  - The YOT cohort pre16 requires an IAG inclusion oversight to support engagement & participation and minimise the risk of further offending or becoming NEET. In addition, we know that there are strong links between offending behaviour and young people who are NEET. In Q4 2015-2016, 56 young people with YOT orders ending were aged 16 plus. 39% of these were NEET at the end of their YOT order (22/56)
  - A named IAG inclusion worker, allocated from within the city wide team will link with the Youth Offending Team and offer IAG support as required pre

and post16 on a flexible basis, in order to achieve outcomes for young offenders that are comparable to those of their peers. The worker will work closely with IAG inclusion colleagues who have a city wide remit for young people who are educated at the Pupil Referral Unit or are looked after by the Local Authority.

- The City centre IAG inclusion offer will also provide mentoring support for those at risk of disengaging from education, training and employment to ensure that transition is sustained and the risk of becoming NEET is minimised.
- Support for NEET young people with SEND who have an EHCP or that require an EHCP would be drawn from specialist IAG workers based within SEND services. Therefore, the IAG inclusion workers based in the Local Area Teams will work in close partnership with SEND colleagues to make referrals and broker appropriate support which at times will be brought into the city centre offer.

The city centre offer outlined above is a bold proposal which provides a diverse, effective and sustainable solution. The proposal aligns well with the commitment to provide a good quality city centre offer and also delivering right across York through Local Area Teams.

In developing the new proposed city centre offer for young people a range of options have the existing Castlegate site is not considered to provide a suitable option for the delivery of proposals of the scale and ambition set out above. As such an alternative city centre location has been identified in Sycamore House on Clarence Street.

Sycamore House currently hosts a range of services for adults including a reading cafe, a number of direct work rooms, office space and a small garden. The proposals to deliver a city wide community offer to young people alongside city centre provision are mirrored in the aspirations for the council's adult services. As such it is proposed to take forward the development of a new city centre venue based at Sycamore House which can allow the needs of both areas to be met.

It is felt that we can provide the new proposed offer for young people from Sycamore House alongside services with adults in a way which does not compromise dedicated support for young people. For example:

- We would initially propose the city centre services to be available from 14.00 – 19.00 Monday to Friday. This would improve on the existing offer made from Castlegate and allow dedicated time for the building to be used for young people. By delivering in this way we are also responding to messages given by young people in a previous consultation on the future of Castlegate.
- A key feature of the proposed city centre offer for young people is particularly supporting young people with the transition into adult hood. By developing the city

centre venue alongside adult services we are presented with some genuine opportunities to improve that transition and improve outcomes.

## CHILDREN AND YOUNG PEOPLE – VOICE AND INVOLVEMENT

In developing the new city centre venue and making any required alterations to the building and use of space it is proposed to also involve young people in that process. Young people would form a key part of a development working group to ensure the full involvement of young people in developing and realising the new offer.

All of the proposed changes are made by reflecting upon the feedback given by children and young people. In 2015 a 'Have Your Say' consultation was launched to capture current Castlegate service user's voice. We know from client profiling that many users are put off by written forms and 'flowery' language and respond well to a straight talking approach that provides an opportunity to discuss issues with their peers.

In partnership with the Show Me That I Matter panel, a piece of work was designed that had a particular emphasis on encouraging participation in a process that was easy to navigate. It was crucial that the process could be understood by all service users including those with the most challenging barriers to learning. It was also important that the process stimulated healthy debate and sparked an interest in looking for solutions.

A total of 131, 16-25 year olds gave their time to the 'Have Your Say' consultation and 19 young people participated in either a discussion group or targeted group work.

## SUMMARY

The following report will describe the methodology for engagement and report on the top five post 16 services voted for by young people. This report will set out the most valued methods of service delivery and discuss alternative ways of delivering services to the clients who need them most. Key themes from discussion groups will also be presented together with the most popular times to access services.

## METHODOLOGY

- A 'pop up' consultation space was available through-out the consultation period using a visual engagement tool to record young people's opinions on essential services, methods of delivery and preferred opening times.
- Facilitated discussion groups ran throughout the consultation period.
- Targeted group work unpicking key themes gathered via the facilitated discussion groups.
- Online consultation and an open access email address to engage users who are more confident giving their views online.



- The consultation was launched on Monday 24<sup>th</sup> August and ran for four weeks ending on the Monday 21<sup>th</sup> September 2015.

## RESULTS

131 young people were asked to vote on their top five services and rank them in order of importance:

Name of service	Rank in order of importance
<b>Help with somewhere to live</b>	1 (30%)
<b>Mental health and emotional wellbeing</b>	2 (13%)
<b>CV writing</b>	3 (8%)
<b>Sexual health/ looking for work/ apprenticeships</b>	4 (6%)
<b>Talking to a trusted person</b>	5 (5%)

Young people were asked to cross reference particular services and choose from the following methods of service and delivery. Participants were asked to consider alternatives to face to face delivery. Here are the results:

Type of service delivery method	Rank in order of popularity
<b>Face to face appointments</b>	1
<b>Face to face drop-in</b>	2
<b>Telephone</b>	3
<b>Website/ online forum</b>	4
<b>Text</b>	5
<b>Apps</b>	6
<b>Facebook/Twitter</b>	7

Overall a high value was placed on face to face delivery of services with nearly every participant voting for face to face drop in or appointments against each service. For many young people appointments were popular because they could be sure of whom they were going to see. This echoes the December 2014 consultation which reported that ‘knowing who you are going to see’ is very important to service users. Another common reason given for choosing appointments is that young people appreciate the time to prepare and ‘think about what they wanted to say’. Often participants reported that they found it much easier to express themselves in a face to face setting and were unsure how they could effectively communicate with a practitioner using alternatives methods. Comments such as ‘I don’t know what to say’ and ‘how do you know you are talking to a trustworthy person?’ were common. It would appear that most young people talked to were cautious when it came to communicating online and were very safety conscious when using the internet.

In general the following services were reported as the most likely to be used by telephone or website forums/online without needing an initial face to face meeting.

- Help to look for work / apprenticeships
- Benefits advice
- Help to look at career options
- Debt and money
- Interview skills
- Finding the right course/training
- CV writing

Ideas about using online services to provide an initial checklist or eligibility test prior to being signposted to face to face services were popular.

It is important to note that the majority of young people were open to using alternative methods of accessing services after a face to face meeting had taken place. Many young people felt it was difficult to build the necessary trust required when using particular services unless you were meeting face to face. The reason typically given was that, if a service required a client to 'explain' or 'discuss problems' then sitting with a practitioner really helped.

Apps and Facebook/twitter hardly received any votes and not many young people consulted felt they had much value when accessing services. When this was unpicked during group work the following reasons were gathered:

- In general young people change their mobiles and numbers often.
- Expensive devices and phone contracts are often viewed as a luxury expense.
- Some clients don't have access to the internet at home.
- Apps can cost money so this is seen as a barrier.

In discussion groups lots of young people explained the importance of 'central places' to go where they could access computers, the telephone and the internet for free.

A key theme among many young people gathered during discussions and group work, was if you had to 'tell your story' or 'explain your problems' then the best way to do this was in a room face to face with a practitioner. However if you were learning a new skill or obtaining information, then platforms such as forums, Vlogs, webinars or facetime could all be used to deliver these types of services.

We asked young people the most popular time for people to access services:

Weekday 4-7pm came out as the most popular time. It is worth commenting that there is in general a preference for weekday access over weekend times but votes were very evenly spread.

## EVALUATION AND RECOMMENDATIONS

In conclusion, participants in the consultation were able to understand that the challenging political environment dictated the need for frank discussions with young people and ongoing engagement with service users. Service delivery must change radically in the future and if services are to make a successful transition, then harnessing the expertise of our service users is critical to its success.

Overwhelmingly, young people valued the opportunity to express their views and again demonstrated their ability to provide valuable information to decision makers.

The findings tell us that trust is a key ingredient for delivering an effective service and that young people need to be able to communicate their thoughts and feelings in a safe place. The range of services that young people voted for, demands that any future model considered, provides a raft of support for our most vulnerable young people. Creative thinking will be required with moving forward to co-design a viable offer. Any new model must provide clear pathways and outcomes for young people, and work in partnership with the voluntary sector and local community.