

YOUNG PEOPLE'S SERVICES

SERVICE ASSET MANAGEMENT PLAN

2008 – 2013

DECEMBER 2008

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A number of detailed annexes are available in the online version of this document:

- Annex A Asset Management Reports
- Annex B Young Peoples Services Locations
- Annex C Suitability Survey Results
- Annex D Property Performance Data
- Annex E Work Venues

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1. INTRODUCTION

1.1 What is a Service Asset Management Plan?

It is fundamental that the Young People's Services should occupy property which enables them to deliver the service in the best possible way, meeting the needs and expectations of young people and staff. It is recognised that the Council has limited resources and so sources of funding also need to be identified and are an important factor in service delivery.

The Service Asset Management Plan (SAMP) is a document which can enable this to happen by:-

- Identifying the property needs of the service to enable it to deliver its 'vision'
- Auditing the current portfolio of youth service properties and comparing their suitability to deliver the future service
- Appraising the options and priorities to close any gap between future needs and current provision
- Mapping a way forward to deliver the changes needed which takes into account cost, funding streams and opportunities.

1.2 It is the intention that the SAMP should always be a 'live' document and therefore needs to be regularly reviewed to take into account:-

- Review of progress made
- New opportunities to close 'the gap'
- Changing priorities and initiatives for youth services
- Opportunities to work cross service and with other parties
- Significant events, or yearly, whichever is sooner.

1.3 This SAMP is one of a number being developed for council services using the principles of Asset Management Planning as contained in the council's Corporate Asset Management Plan (AMP). Whilst it is important for each service to have their own SAMP it is also vital that there are links between these plans and with the Corporate AMP to ensure the council obtains Best Value for the property assets it

occupies and gets maximum return from these assets in terms of meeting service and corporate objectives. Future reports will cover other parts of the LCCS Directorate's portfolio, and will draw out the possible linkages between them.

2. SERVICE VISION

2.1 Introduction

- 2.11 In April 2008 York Youth Service merged with the local Connexions Service to form the York Young People's Services (YPS). The merger was in response to the CYC taking responsibility for the Connexions contract, becoming a direct deliverer of Careers Guidance and managing the strategy to tackle the problem of young people not in education, employment or training ('NEET') as a statutory duty.
- 2.12 The immediate implication of the merger was the need to accommodate a new central team of up to 15 staff and to identify hot desking capacity at the three locality hubs: Fulford, Moor Lane and Kingswater.
- 2.13 Fulford Youth Centre, Moor Lane Youth Centre, Kingswater Centre, 68 centre and Castlegate are the five buildings that make up the building stock. The YPS also delivers services from a range of other settings. The building stock has been supplemented by the former Heworth Family Centre, now known as Heworth Lighthouse.
- 2.14 A previous restructuring of the council's Youth Services in 2005 moved resources from the existing twelve centres into people. Reducing the number of directly-managed buildings meant the service had to establish other work venues where they could provide services, such as community centres, libraries, street based, sport/ dance facilities. The remaining five buildings are known as locality hubs and need to be used to maximum. Appendix E attached to this plan lists those work venues from where services are provided along with the locality hubs with which they are associated.

2.2 Service Vision

York Young People's Services provides:

- Universal Information, Advice and Guidance (IAG), including a statutory duty to provide careers advice to schools, access to counselling and intensive support for those who require specialist intervention.
- Access to a wide range of positive activities, including an appropriate offer of "places to go and things to do" that reflects the Government's ambition for youth opportunities.

- Empowerment of young people to influence services and facilities that are available to them and opportunities to volunteer and contribute to their local community.
- Targeted support for vulnerable young people experiencing difficulties in their education, health, behaviour, or relationships, with specialist services for disabled young people or those from different ethnic backgrounds.

2.3 The service operates according to the following principles:

- Actively involve young people in the development of the service at all times.
- Provide places where young people can meet, which are safe, accessible, and open at times and places that young people want.
- Create opportunities for young people to participate in different activities, including: arts; drama; sport; play; peer education; residential; citizenship; international experiences and voluntary action through which they can develop their knowledge, abilities, skills and interests.
- Offer a variety of experiences through a range of provision that recognises and celebrates the diversity of the young people of the city.
- Support young people in making informed decisions about their lives by providing access to information, support and counselling services.
- Advocate for and with young people to ensure they are able to play their part in planning and decision-making that affects their lives and the concerns of the wider community.

2.4 **Service objectives and aims.**

2.41 The main users of the service are young people aged 13-19 years although some of the provision extends to young people from 10 years old and a significant number of young adults up to the age of 25 receive specialist support. A number of adults who volunteer also benefit from working within the service. A strong partnership culture exists with other agencies and services, and local communities are also indirect partners.

2.42 The service is well placed to meet the challenges of *Aiming Higher*, the Government's ten year strategy for delivering the Every Child Matters outcomes and priorities for teenagers. The policy proposes an integrated approach to delivering services and the service is committed to working with partners to ensure improved opportunities, progression and outcomes for all young people.

2.43 YPS's main priorities for 2008/09 have included:

- Establishing, with partners, an integrated young people’s service to be delivered through 3 area teams and which builds on the targeted youth support activity piloted in York West.
- Providing high quality advice, information and support to young people through localised provision and Castlegate, the central one-stop information shop.
- Leading and contributing to the production of a ‘Youth Offer’ that ensures young people have clearly defined opportunities to participate in constructive activities, volunteering and personal development.
- Ensuring the active involvement of young people at every level and activity of the service and celebrating the positive impact that young people make to the life of the city.
- Developing services and provision to recognise the changing population of the city.

2.44 These priorities contribute to corporate priorities by reducing nuisance behaviour; improving the health, lifestyles and life chances of young people; improve services; and improve leadership.

2.5 Key Drivers for Change

Driver	How might this affect our service?	Source
Aiming higher	<ul style="list-style-type: none"> • Development of integrated youth support service (IYSS) • Co-located teams where appropriate. • Targeted support to most vulnerable and hard to reach (TYS). • Youth work commissioned by Children’s Trust. • Contributing to the Youth Offer. • Ensure young people are fully involved in proposals that affect them. 	DfES
Change for Children - Every Child Matters - 5 Outcomes	<ul style="list-style-type: none"> • Contribute to initiatives that help to improve the health of young people – access to sport and recreation; quality information, support and counselling on sexual health, substance misuse, healthy eating and mental health; coordinate the one-stop shop initiative. • Engage in strategies to ensure young people are safe – YorOk child index and CAF; lead professional; anti-bullying strategy; crime and anti social behaviour. • Help young people to enjoy and achieve – Extended Schools; increase accredited programmes; expand PAYP 	Children and Young People’s Plan

	<p>to each area; reduce NEET; 14-19 Education Otherwise strategy.</p> <ul style="list-style-type: none"> • Support young people to make a positive contribution – Youth Offer; Voice and Influence initiatives; IYSS; TYS; citizenship and volunteering opportunities; mobile resources to tackle anti-social behaviour; speedier referrals to Network 2. • Assist young people to achieve economic well-being – training programmes for 14-19 year olds; Young York Award; post 16 retention; early identification and intervention of those likely to drop out; one-stop shop; IYSS and TYS. 	
<p>Knowledgeable Adults and support to frontline services create</p>	<ul style="list-style-type: none"> • Workforce reform; joint training; improved MIS; impact assessments; voluntary sector contribution; APA and JAR; links with schools and colleges; budget and new funding streams; Strong and Prosperous Communities Agenda, link to Neighbourhood Pride. 	<p>Children and Young People's Plan Corporate Strategy</p>

3. PROPERTY AUDIT

3.1 Introduction

There are currently four Youth Centres, plus the recently occupied Heworth Lighthouse. All of these buildings are owned freehold and in two cases form part of school sites. Detailed information concerning the four Youth Centre buildings and the use of them has been collected for several years and the latest Asset Management Reports for each building are included at Annex A. The location and distribution of the Youth Centres in the Authority area are shown at Annex B along with the properties that have recently become part of service provision or will do so in the future.

In addition work has also been done on the suitability of these buildings to deliver young people's services. This has been done by completing a questionnaire with managers and staff and the results are contained at Annex C.

As well as the four youth centres there is the 'One Stop Shop' at 29 Castlegate. This property is part of the Resources Commercial Portfolio and has been included as part of the Commercial Portfolio Asset

Management Plan. In 2006/07, £200,000 was spent on completely refurbishing the Grade 2 listed building, including installation of a disabled ramp, internal fitting out, confidential interview rooms and new kitchen facilities. The property has been identified for retention as part of Young People's Services provision.

At Annex E is a list of work venues which are non-council owned properties which are used for service delivery by Young People's Services and the voluntary sector.

3.2 Summary of Results (see also Annex D)

3.2.1 Running Costs

The average net running cost of the youth centre buildings over the last two financial years is £98.17/m² p.a. The range is from £38.30/m² p.a. for Fulford Youth Centre to £106.04/m² for the 68 Youth Centre. The net running cost for all council buildings is £45.59/m² p.a. and it can be seen therefore that, on average, youth centres generally are more expensive to run. There is however, a wide variation.

3.2.2 Outstanding Repairs

Condition surveys have been carried out on all buildings and the total outstanding repairs for all youth centre buildings is estimated at around £26,557 of which £14,600 is essential and required within the next two years.

Limited Corporate funding has been obtained to deal with the council's total maintenance backlog. A programme of works has already commenced and some work has already been carried out at youth centre locations.

Asbestos surveys have been carried out on all buildings and although asbestos is present at some locations it is mainly only minor and considered to be low risk. However, there is the presence of a small amount of medium risk asbestos at Fulford Youth Centre.

3.2.3 Suitability

The result of the suitability audits showed generally the suitability of the current buildings to deliver the service was adequate. The two buildings that fare worst overall are Fulford and Heworth, mainly due to on site issues as far as Fulford is concerned, and Heworth being very much a short term solution

to a need in a building that has effectively come to the end of its economic life. Attached at Appendix C are the results of the survey in more detail.

The main areas of weakness were:-

- Location

The 68 Centre is not in the ideal location in relation to the catchment area.

- Image

Moor Lane Youth Centre has been improved. Some of the Youth Centres are in need of a facelift, some of which has been put in hand eg Kingswater.

- Environment

At Fulford, ventilation and heating levels are poor. At Moor Lane, lighting, acoustics, decorations and floor finishes are inadequate. IT connection is poor at the 68 Centre.

- Space

The size and layout of the space at Kingswater has now been improved for the services being delivered. Adaptation of space at Fulford in the former caretaker's house has been difficult. Moor Lane is poor in respect of staff facilities.

- Financial

There are only limited opportunities for income generation. Budgets for running the buildings are not adequate.

3.2.4 Performance Indicators

Several of the performance indicators that are collected annually by the YPS and Property Services do relate to the performance of the buildings in delivering the service. These can be described as follows:

1. Percentage of buildings needing urgent repairs (COLI 67)

2007/08 Actual 27% for all council buildings
 0.03% for YPS buildings

2008/09 Target 10%

2. Value of urgent and essential repairs to (COLI 68)

2007/08 Actual £18,990,468 for all council buildings
 £14,685 for YPS buildings

No targets are set for this indicator as it is too difficult to accurately assess without annual condition surveys.

3. Energy and Utility Costs (NPI 2)

These figures are reported to Council members as part of the Council's Corporate Asset Management Plan. The latest figures available are for 2007/08 and the average costs over the last two financial years are:-

4B Energy Costs/m²

Electricity

£7.62 for whole authority
£3.40 for YPS

Gas

£8.16 for whole authority
£6.60 for YPS

Highest cost: Electricity – Kingswater at £5.78
 Gas - Moor Lane £10.95

4C Water costs/m²

£2.10 for whole authority
£0.94 for YPS

Highest cost – Kingswater at £3.35/m²

4D CO₂ emissions (tonnes/m²)

0.057 for whole authority
0.063 for YPS

Highest emissions – Moor Lane at 0.1/m²

As the YPS buildings are updated and/or relocated it should be a prime objective to reduce all these figures.

3.3 Conclusion

The information collected as a result of this audit shows that:

- On average youth centres are slightly more costly to run and maintain, although there is a wide variation. Utility costs are below the council benchmark.
- Repairs are needed to most youth centres although the amount of urgent and essential repairs is very low. Due to the age of the buildings this is going to increase in the future.
- Suitability is generally adequate throughout the portfolio, although there are areas of weakness in terms of location, image, environment and space.

As a result of the merger with Connexions in April 2008 Young People's Services have already embarked upon a programme of remodelling the interior at Kingswater to improve the available office space and consulting rooms. In addition internal alterations are being carried out at Fulford Youth Centre.

As far as the non-service 'work venues' are concerned there is currently no performance information available for these sites to allow a comparison with the main hub buildings in terms of efficiency. It is hoped that future updates will include this information to see whether or not the increased use of non-service buildings is a more efficient use of resources.

This audit will be reviewed on a regular basis so that the future plans can be informed and, wherever necessary, influenced.

4 JOINT APPRAISAL

4.1 Introduction

The purpose of this section is to make an assessment of how the current youth centres and pattern of location fits with the proposed structure as described in Section 2 and then begin to identify the options and a way forward. It is recognised that resources and other constraints could be a limiting factor but each situation should be assessed using the principles established in this plan and then, when opportunities from whatever source arise, they can be considered against the proposals set out here.

Therefore, after detailed consultation between the Young People's Services and Property Services, the following comments can be made.

4.2 Assessment of Current Buildings

4.2.1 Kingswater Youth Centre

This is the property that sees the most intensive use of all the Youth Centres. It is used both out of normal business hours and at weekends. As a result there is a continuing need for the premises and internal alterations have been completed this Summer. Overall the building itself is not of a particularly high quality and in the long term its replacement with a new building to better utilise the site it sits on, is desirable, although no funding is available at the present time.

4.2.2 Moor Lane Youth Centre

Generally this building provides a good level of accommodation and is well utilised. In addition its image has been improved in recent years. Whilst in reasonable condition there are concerns regarding the structural stability of the building. Further investigations are being made. In the short term refurbishment of the toilet accommodation is due to commence imminently. There have been proposals in the past to sell off part of the site for housing, although this has been resisted. The Centre serves a wide area and there are doubts as to whether the West hub is in the ideal location. It is somewhat distant from Acomb and the replacement of the building with better situated facility is a long term aim of the service. However, the retention of Youth facilities in one form or another is still required to serve this area of the city.

4.2.3 Fulford Youth Centre

Whilst in reasonable condition the heating and ventilation levels are poor. Some minor alterations have been carried to the accommodation to improve the layout. However, the general feeling is that the Youth Centre does not fit well with the adjacent school site, although the retention of a youth centre in this location is still required. The former School Caretaker's House used as the East Hub requires significant expenditure to make it fit for purpose and is not well situated to serve the needs of the City. Alternative locations on the East side of the city need to be looked at.

4.2.4 68 Youth Centre

This property is not ideally located, but does provide reasonably good facilities. It is well used and fulfils its function as a satellite centre serving three areas of need. At the rear of the centre are old people's bungalows. The building has poor IT connections and has suffered in

the past from vandalism. The erection of security fencing and staffing of the premises has helped with this.

4.3 Current and Future Opportunities

The following properties have been identified to 'close the gap' between current and future service provision.

4.3.1 Former Family Centre, Heworth now known as Heworth Lighthouse

This property was vacated by Children's Services in June 2008 and occupied by Young Peoples' Services in August 2008.. It is located in an area that Young People's Services have identified as one which there is a need for increased service provision. Repairs are required in order to bring the accommodation up to an acceptable standard.

Due to the age and structural condition of the building the use of this building is seen to be a short to medium term solution. As part of the action plan and in conjunction with the Tang Hall Area Asset Management Plan a long term new build replacement will be sought.

4.3.2 Former New Earswick Library

Library Services have moved out of this building into a new library located within New Earswick Primary School. New Earswick and Huntington is an area that is been identified as requiring more service provision. The building is in good condition and requires little money spending on it. The only issue of doubt is resistance from some users of the neighbouring Folk Hall who are concerned about potential noise and disturbance. The building is currently being occupied on a short term basis by the Portage Service.

4.4 Available and Potential Funds

4.4.1 Internal budgets

In respect of the existing Youth Centres the ongoing alteration works are being funded from within the service.

With regard to Heworth Lighthouse and the former New Earswick Library, funds are available from within the Asset and Property Management repair and maintenance budget to cover the estimated cost of making the building wind and watertight plus repairs to the central heating system.

LCCS are providing the funding for any fitting out and other internal works to make the property suitable for their service.

4.4.2 Capital receipts/CRAM

In order to make up the shortfall in capital receipt as a result of the occupation of Heworth Family Centre, an alternative source of capital

has been identified in the form of the former Rathbone Centre at Nursery Drive, Acomb. This property has been recently become surplus to the requirements of Young People's Services, due to recent service reorganisation.

As a result of requirements highlighted by this plan further CRAM bids will be made in the forthcoming round to fund further repairs and improvements.

4.4.3 External Funds

A Government initiative called 'myplace' involving funding of between £1M and £5M for delivering world class youth facilities, administered by the Big Lottery Fund, is becoming available. No suitable city centre Council owned buildings are suitable to form the basis of a bid. However, subject to a final technical appraisal, a bid is to be submitted later in 2009 involving 22 Queen Street, which is a Network Rail owned building currently occupied by the Railway Institute. This asset management plan will support that bid.

4.5 Other Factors

4.5.1 Current and Future Opportunities

Heworth Family Centre now called Heworth Lighthouse
Former New Earswick Library

Moor Lane Youth Centre – relocation of the West Hub. To be looked at as part of Acomb Area Asset Management Plan.

Fulford – possible future relocation of East Hub from the former caretakers house.

New primary and secondary school provision – possible co-location of services eg new Rawcliffe Primary School.

Combining service provision with the York Boys Club – underused facility owned by YBC on Lowther Street. Potential for joint use of buildings to benefit both the Club and Young Peoples' Services. Either on YBC's site or new location.

LDF

York NW Action Plan – redevelopment of the former sugar beet factory. Facilities for Young People's Services will probably feature in any scheme for redevelopment of the site as residential use will most likely feature in the scheme.

York Central – relocation of All Saints School and associated community facilities.

5 **Action Plan**

- 5.1 Former Heworth Family Centre – Executive approval given to the reuse of the property for YPS including disposal of former Rathbone Centre, Nursery Drive. Now called Heworth Lighthouse.

- 5.2 New Earswick Library – reuse of the building for YPS when vacated by Portage Service.
- 5.3 Look at the possible relocation of Moor Lane Youth Centre as part of the Acomb Area Asset Management Plan.
- 5.4 ‘Myplace’ bid to be submitted later in 2009.
- 5.5 Kingswater Centre – Examine options for providing a new building or extending the existing building, on the same site.
- 5.6 As part of the Tang Hall Area Asset Management Planning process find a long term replacement for the Heworth Lighthouse.
- 5.7 Collate performance data to allow the comparison between hub buildings and work venues. This will establish the best option for the delivery of services.

6 Timetable

6.1 2008/09

- 6.1.1 Approval gained to occupy former Heworth Family Centre as the Heworth Lighthouse
- 6.1.2 Carry out Acomb Area Asset Management Plan in relation to Moor Lane Youth Centre.
- 6.1.3 Pursue the occupation of the former New Earswick Library/New Joseph Rowntree School.
- 6.1.4 Preparation of ‘Myplace’ bid.

6.2 2009/2010

- 6.2.1 Submit ‘Myplace’ bid.
- 6.2.2 Act on recommendations of Acomb Area Asset Management Plan
- 6.2.3 Feasibility study for redevelopment of the existing Kingswater site.
- 6.2.4 Investigate options for the long term replacement of the Heworth site in conjunction with other services.
- 6.2.5 Decision on long term future of the East Hub at Fulford.
- 6.2.6 Investigate and act on opportunity for partnership working with the York Boys’ Club.

6.3 2010/2011

- 6.3.1 Act on outcome of York Central and North-West action plans.
- 6.3.2 Pursue opportunities arising out of the new primary and secondary school programme.

7 Review

- 7.1 This plan will be reviewed on an annual basis and in the light of the outcome of the Area Asset Management Plans being implemented prepared.
- 7.2 As and when new funding opportunities and buildings become available the plan will be updated as necessary.