



**Notice of meeting of
Young People's Working Group**

To: Councillors Looker (Chair), Runciman (Vice-Chair), Ayre, Bowgett, Douglas and Aspden

Date: Wednesday, 22 July 2009

Time: 5.00 pm or on the rising of the Council Meeting

Venue: The Guildhall, York

AGENDA

1. Declarations of Interest

At this point Members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

2. Minutes

(Pages 3 - 6)

To approve and sign the minutes of the meeting held on 22 April 2009.

3. Public Participation

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Working Group's remit can do so. Anyone who wishes to register or requires further information is requested to contact the Democracy Officer on the contact details listed at the foot of this agenda. The deadline for registering is **Tuesday 21 July at 5 pm.**

4. Appointment of Young People's Champion (Pages 7 - 10) to YPWG

This report informs Members of the Executive's response to the recommendation made at the last meeting that the membership of the Young People's Working Group be increased to include the Young People's Champion. It asks Members to consider the Executive's suggestion that the Champion be appointed as a non-voting, co-opted member of the Group.

5. Take Part Pathfinder 2 (Pages 11 - 18)

This report is for information. It describes the work being planned as part of the Take Part Pathfinder 2 programme including developments through:

- Ward committee processes and commissioned services;
- Schools Councils development;
- Creation of a Youth Council (for young people 11- 19) and, through that, involvement in the UK Youth Parliament (UKYP).

6. An Update on City Centre Facilities for Young People (Pages 19 - 22)

This report offers Members a further brief update on the search for sites and funds to establish enhanced facilities for young people close to the city centre. Mr Phil Bixby, the architect who has been working with us on the project, will be available at the meeting to answer Members' questions.

7. Young People's Substance Misuse (Pages 23 - 30)

This report provides an update of the work and activities overseen by the Young People's Joint Commissioning Group (YPSMJCG) for the prevention and treatment of young people's substance misuse in the city.

8. Any other business which the Chair considers urgent under the Local Government Act 1972

Democracy Officers:

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For more information about any of the following please contact the Democracy Officers responsible for servicing this meeting.

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

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- register by contacting the Democracy Officer (whose name and contact details can be found on the agenda for the meeting) **no later than 5.00 pm** on the last working day before the meeting;
- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
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Further information about what's being discussed at this meeting

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The majority of councillors are not appointed to the Executive (38 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Decision Session) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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City of York Council

Committee Minutes

MEETING	YOUNG PEOPLE'S WORKING GROUP
DATE	22 APRIL 2009
PRESENT	COUNCILLORS AYRE, FRASER, LOOKER (CHAIR), RUNCIMAN AND ASPDEN (SUBSTITUTE)
APOLOGIES	COUNCILLORS FUNNELL AND VASSIE

20. DECLARATIONS OF INTEREST

At this point in the meeting The Chair invited Members to declare any personal or prejudicial interests they might have in the business on the agenda.

Councillor Aspden declared a personal non-prejudicial interest as he is a teacher for North Yorkshire Council and also as a member of the National Union of Teachers (NUT).

Councillor Fraser declared a general personal interest in items on the agenda as he is an affiliated member of the Club and Institute Union and as a City of York Council nominated participating observer on York CVS Board of Trustees.

21. MINUTES

RESOLVED: That the minutes of the last meeting of the Working Group, held on 15 January 2009, be approved and signed as a correct record by the Chair.

22. PUBLIC PARTICIPATION

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme.

Councillor Alexander as Children and Young People's Champion was in attendance and has a standing invitation to attend all meetings of the Working Group.

23. UPDATE ON INVOLVEMENT AND PARTICIPATION WORK IN YORK

Members considered a report which sets out the main developments in 2008/9 towards promoting participation and involvement of children and young people in shaping services in the city.

Children and Young People's Plan

Officers updated that the Children and Young People's Plan had now been produced and that some of the commitments in it reflected the comments

made by YPWG especially in relation to York establishing an influential Youth Council and participating in the Youth Parliament.

Commissioning

Officers advised that commissioning is a broader term that incorporates many forms of procurement. A commissioning framework is being developed for services for children and young people in the city and it is the intention that by 2018 a greater percentage of the budget will be being directed by young people. Officers advised that they will continue to work on the proposals for achieving this in the months ahead.

Schools Council Conferences – towards a Youth Council for York.

Officers advised that funding is the main issue preventing a Youth Council being formed and York joining the Youth Parliament. Officers advised that there may be some funding becoming available through the Government's "Taking Part" initiative and which would involve working alongside Neighbourhood Services to promote greater participation in local decision making. The final confirmation for the go-ahead of this project is expected soon.

Volunteering

Officers advised Members that the 'Vinvolved' project had been a success and a number of volunteering opportunities for young people had been created because of it.

Communications with Young People.

Officers updated that Yor-Ok website had been well received with over 22,000 visits and was proving to be an important method for communicating with young people. Members and Officers discussed the opportunities social networking sites create for communicating with young people.

RESOLVED: That the Young People's Working Group note the developments outlined in the report.

REASON: To ensure Members are aware of young people's views.

24. UPDATE ON "MYPLACE"

Members received a report which updated them on the preparations for a "myplace" bid to establish enhanced facilities for young people close to the city centre.

Officers updated that Phil Bixby, the community architect appointed to work on the scheme, had produced a set of drawings that demonstrate that it is

possible to have all the elements needed to satisfy the requirements of “myplace” whilst also meeting the aspirations of the Railway Institute. He had also commissioned an initial set of costings which confirmed that the scheme would cost around £8 or 9 million which is considerably in excess of the maximum sum allowable under “myplace” and the shortfall would need to be made up through other means which is the biggest stumbling block to successfully bringing the scheme to fruition. Officers confirmed that they are continuing with talks with Network Rail as the landowners who remain interested in the scheme without being formally committed to it.

Officers advised that they had been pursuing options for a less ambitious “plan B”. The aim would be to create or refurbish a city centre property that would include some of the aspects that young people have indicated they would like to see. Mr. Bixby had also been working on this with a group of young people to see if it would be possible to set up an interim youth café. He has named this element “myplace now”.

Members commented that they would like the scheme to develop in some form even if the ambitious “myplace” scheme does not come to fruition.

RESOLVED: That Members of the Young People’s Working Group note the update report.

REASON: To ensure that additional investment in youth facilities in the city is in line with our corporate priorities, and the views of residents and young people themselves.

25. FUTURE OF THE WORKING GROUP

Members had an informal debate about the future role of the YPWG in light of the wider changes to EMAPs and Scrutiny Committees.

Members felt that overall the YPWG creates an opportunity for them to have informal discussions on issues affecting children and young people in general and a place in which ideas can be discussed. Members would like to see the group continue in this way.

Members felt that the Children and Young People’s Champion should be a formal member of the Young Peoples Working Group, as currently he attends meetings of the Group on an informal basis. This would increase membership of the Group to 7.

The following points were raised and discussed:

- That in the future, Co-Optees may be invited onto the Working Group.
- Officers would prefer to submit shorter reports which prompt discussion between Members, rather than produce lengthy reports.
- More Young People to be invited to the meetings of the Working Group.

- Democratic Services to continue to be involved, particularly for the purpose of recording ideas and discussions in the minutes.

RESOLVED: That the Members of the Children and Young People's Working Group ask the Executive to recommend to Council that the membership of the Group be increased to 7 in order for the Children and Young People's Champion to have a formal place on the Group.

REASON: In order to formalise the position of the Young Peoples Champion on the Working Group.

Councillor Looker, Chair

[The meeting started at 5.00 pm and finished at 6.40 pm].



Young People's Working Group

22 July 2009

Report of the Head of Civic, Democratic and Legal Services

Appointment of the Young People's Champion to the Young People's Working Group

Summary

1. This report informs Members of the Executive's response to the recommendation made at the last meeting that the membership of the Young People's Working Group be increased to include the Young People's Champion. It asks Members to consider the Executive's suggestion that the Champion be appointed as a non-voting, co-opted member of the Group.

Background

2. Under the Council's Constitution, the role of Working Groups is to advise the Executive on issues within their particular remits. To that end, the minutes of Working Groups are reported to the Executive on a regular basis.
3. At their meeting on 22 April 2009, the Young People's Working Group recommended that the membership of the Group be increased to 7, to include the Young People's Champion (Minute 25 of that meeting refers). This recommendation was duly reported to the Executive on 9 June 2009. The Executive resolved:

"That, in relation to the recommendation in Minute 25 of the Young People's Working Group, the Group be asked to consider the Executive's suggestion that the Young People's Champion be appointed as a non-voting, co-opted member, so as not to upset the balance of the Group."

Consultation

Not relevant for the purposes of this report.

Options

5. Options open to the Group are either to accept the Executive's suggestion (Option A) or to reject it and make an alternative recommendation to the Executive (Option B).

Analysis

6. The Group's decision will be reported back to the Executive in the usual way, via the minutes of this meeting. As the Group's parent body, the Executive has authority to appoint an additional member without reference to Full Council. Therefore, if Option A is chosen the recommended appointment may be made when the minutes of this meeting are reported to the Executive.

Corporate

Priorities

8. The aims in reporting the Executive's response to the Group accord with the priority in the Council's Corporate Strategy to make the City of York Council an Effective Organisation.

Implications

9. There are no known implications in relation to the following in terms of dealing with the specific matter before Members, namely to consider the Executive's suggestion and determine their response to it:
 - Financial
 - Human Resources (HR)
 - Equalities
 - Legal
 - Crime and Disorder
 - Property
 - Other

Risk

Management

10. In compliance with the Council's risk management strategy, there are no risks associated with the recommendations in this report.

Recommendation

11. Members are asked to note the Executive's response and to decide whether they wish to:
 - a. Accept the suggestion that the Young People's Champion be appointed to the Young People's Working Group as a non-voting, co-opted member and recommend that the Executive make this appointment, or
 - b. Reject the suggestion and make an alternative recommendation to the Executive.

Reason:

In accordance with the requirements of the Council's Constitution in relation to the role of Working Groups.

Contact details:

Author:

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Chief Officer Responsible for the report:

Quentin Baker
Head of Civic, Democratic and Legal Services

Date 10/7/09

Specialist Implications Officer(s) None

Wards Affected:

All

For further information please contact the author of the report

Annexes

None

Background Papers (*all available on the Council's website at www.york.gov.uk*)

- Minutes of the Young People's Working Group meeting held on 22 April 2009
- Minutes of the Executive meeting held on 9 June 2009
- Agenda and associated reports for the above meetings

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Young People's Working Group

22 July 2009

Report of the Assistant Director, Partnerships and Early Intervention

Take Part Pathfinder 2

Summary

1. This report is for information. It describes the work being planned as part of the Take Part Pathfinder 2 programme including developments through:
 - Ward committee processes and commissioned services;
 - Schools Councils development;
 - Creation of a Youth Council (for young people 11- 19) and, through that, involvement in the UK Youth Parliament (UKYP).

Background

2. Further to discussions at previous meetings of YPWG, we are pleased to confirm that City of York has been awarded funding through the Department of Communities and Local Government (CLG) of £50,950 in 2009/10 and £60,930 in 2010/11 as part of the "Take Part Pathfinder 2". The funding has been allocated to meet a programme agreed by CLG, which is monitored and evaluated on a quarterly basis.
3. The overall aim of the programme is to embed and improve the quality and impact of active citizenship activity, citizen engagement activity and community leadership activity; and to support the delivery of NI4 and NI3 through creating the basis for long term impact on young people's sense of being able to influence decisions and democratic life in York. The 3 strands of the programme are:
 - Ward committee processes and commissioned services;
 - Schools Councils development;
 - Creation of a Youth Council (for young people 11- 19) and, from that, involvement in the UK Youth Parliament (UKYP).

These three strands will increase the ability of children and young people to influence decisions within their local neighbourhood and the wider city by providing young people with a voice, avenues to be heard and channels where they can have a real influence on democratic life in York.

4. In parallel with this, Yorkash (the fund where decisions are made by and for young people) has awarded a grant of £23,031 for the creation and development of Youth Council for York and involvement in UKYP. This will support priority16 in the Children and Young People's Plan to: *'Value children and young people's contribution and celebrate their successes by establishing an influential Youth Council in York and participating in the Youth Parliament.'*

5. Our aim is to ensure that schools councils will work increasingly with ward committees to support the local democratic process. The Schools Councils (specifically at secondary level), together with other young people's groups in the city (to ensure representation from disadvantaged groups), will feed into a new overarching Youth Council for York, which will link with the city wide democratic process. The Youth Council can in turn then link into wider national democratic processes through the UKYP.
6. Although the funding from each source is comparatively small, we are merging the two streams to act as a catalyst to coordinate existing work and develop work which had been previously identified.

Programme Management

7. A cross directorate steering group has been set up to oversee the project and an outline plan for the two year programme brought together. Through the steering group, reports will be made to CLG (the Take Part Pathfinder 2 funder) key partner directorates (Neighbourhood Services and LCCS) and to Yorkash.
8. A number of key actions will be developed in the next months to guide the overall management and development of the pathfinder:
 - An evaluation framework will be put together showing the impact of the project;
 - Consultation (through Schools Out) will be undertaken with children and young people about events in their area;
 - A programme of briefing sessions will be planned and delivered for briefing of key partners – Elected members in wards; officers in City of York Council and key partners within the City;
 - A website will be developed to highlight the development of the pathfinder.

Youth Council

9. A plan for the structure of the Youth Council has been developed (ANNEX A). The proposal is that the council will meet for 10 sessions annually, and have a number of sub groups which will become involved in a variety of issues. Membership of the full Youth Council will number approximately 60 young people (aged 11-19) with 2 representatives from each of the secondary Schools Councils, and from other Young Persons provision across the city. This structure will ensure a good representation in terms of geographic area and life experience. It will ensure that all young people have a route to be on the Youth Council, and such a structure is achievable with the limited resources available.
10. Invitations for representation have already been sent to secondary schools with arrangements in hand for information sessions at the start of September. Invitations for representation from other organisations will be sent over the summer. Representatives will be made be put forward by the end of September. From the end of September work (including a residential) will begin with the representatives who will make up the Youth Council. An important part of the group formation will be to enable the members of the Youth Council to work out for themselves the most effective means of operation (within the level of support available). This would include which issues they would like to focus upon – so that they can help to determine their own agenda.

UK Youth Parliament (UKYP)

11. One early role for the Youth Council would be to organize an election process for UKYP membership from 2010 onwards. In other cities, UKYPs have sometimes been elected from within the body of the Council. This will however be for our new Council to determine.
12. In the meantime, as Members will be aware, an opportunity arose at short notice for up to two young people (one as member and one as deputy member) to represent York at the UKYP annual sitting in Canterbury at the end of July of this year. We felt it important to take advantage of this if we could, and accordingly organized a 'Hustings Event' was on Wednesday 8th July in the Council Chamber to elect an *interim* Member and Deputy. Joe Feeney was elected as interim member of the Youth Parliament with Joe Armer elected as his deputy. The event and election has subsequently received positive coverage in local media. These two young people will be serving until January 2010.
13. We hope it may be possible for either the interim Member or his Deputy to attend the YPWG and discuss the role informally with members. One issue that needs debate is the interaction with the Children and Young People's Champion.

Ward Committees

14. The pathfinder will build on previous examples of work linking children and young people with the ward committees and building young people's understanding of governance and involvement in shaping neighbourhoods. This will include the conferences, which have been held annually for schools councils at both primary and secondary level. A key focus at the next conferences in early 2010 will be building schools links with their local communities.
15. Work is being undertaken to map out a rolling programme so that over the 2 year lifetime of the pathfinder all wards of the city can be included. Initially work will be aimed at 3 areas, linked to where there has been recent associated work and where access may be readily given by the schools for the September 2009 term. The aim would be to engage with children and young people in schools in 3 wards per term throughout the school year (between 200 –400 children and young people in the first year and between 300 – 600 children and young people in the second year).

Consultation

16. As stated previously, this programme of work brings together a number of pre-existing strands and priorities all of which have been subject to considerable consultation:
 - The Young People In York Scrutiny Panel of 2004 recommended: *'develop, promote and support the York Youth Forum and/or York Youth Parliament and encouraging initiatives that help to ensure that these bodies are sustained and strengthened over time.'*
 - The current Children and Young Peoples Plan has a priority: *Value children and young people's contribution and celebrate their successes by: establishing an influential Youth Council in York and participating in the Youth Parliament.*

- There was discussion of this overall proposal at the YPWG meeting in October 2008, initiated by young people themselves, and supported by the Children and Young People's Champion.
- The Yorkash decision to provide funding has been solely taken by young people, as is the ethos of Yorkash.
- The schools council conference in February 2009 discussed the Youth council and was in favour of the proposals.
- Pilot work in schools to facilitate children and young people having a voice in local decision making and ward committee funding priorities.
- The development of ward specific Neighbourhood Action Plans (NAPs) and Ambition Statements.

One of the early tasks for the Youth Council will be to decide on its terms of reference.

Options and Analysis

(This report is for information.)

Corporate Priorities

17. This work will help to 'Improve the life chances of the most disadvantaged and disaffected children, young people and families in the city '. It will also, as it develops, contribute young people's views to development work on *all* of our corporate priorities.

Implications

- **Financial:** This work is being wholly funded through Taking part Pathfinder programme and Yorkash, as indicated above. This funding will continue until 31st March 2011.
- **Human Resources (HR):** There are no immediate HR implications. Funding will support existing capacity within Young Peoples Service and Neighbourhood Services.
- **Equalities:** The ethos of the work, the structure of the Youth Council and the work with ward committees and schools councils will promote inclusion of young people within decision making and will ensure the inclusion of disadvantaged young people.
- **Legal** *There are no legal implications*
- **Crime and Disorder** *No direct implications*
- **Information Technology (IT)** *There are no IT implications.*
- **Property** *There are no Property implications*

Risk Management

(There are no significant risks inherent in this report.)

Recommendations

18. The Young People's Working Group is asked to:

- receive the report for information; and
- make comment on the strategy and direction of the work.

Reason: to inform future strategic work on the development of the Take Part 2 Pathfinder and the development of a Youth Council for York

Contact Details Contact Details

Author:

Bernie Flanagan

Early Intervention Manager

Tel No. 4463

Chief Officer Responsible for the report:

Paul Murphy

Assistant Director, Partnerships and Early Intervention

Report Approved

Date 10 July 2009

Wards Affected: *List wards or tick box to indicate all*

All

For further information please contact the author of the report

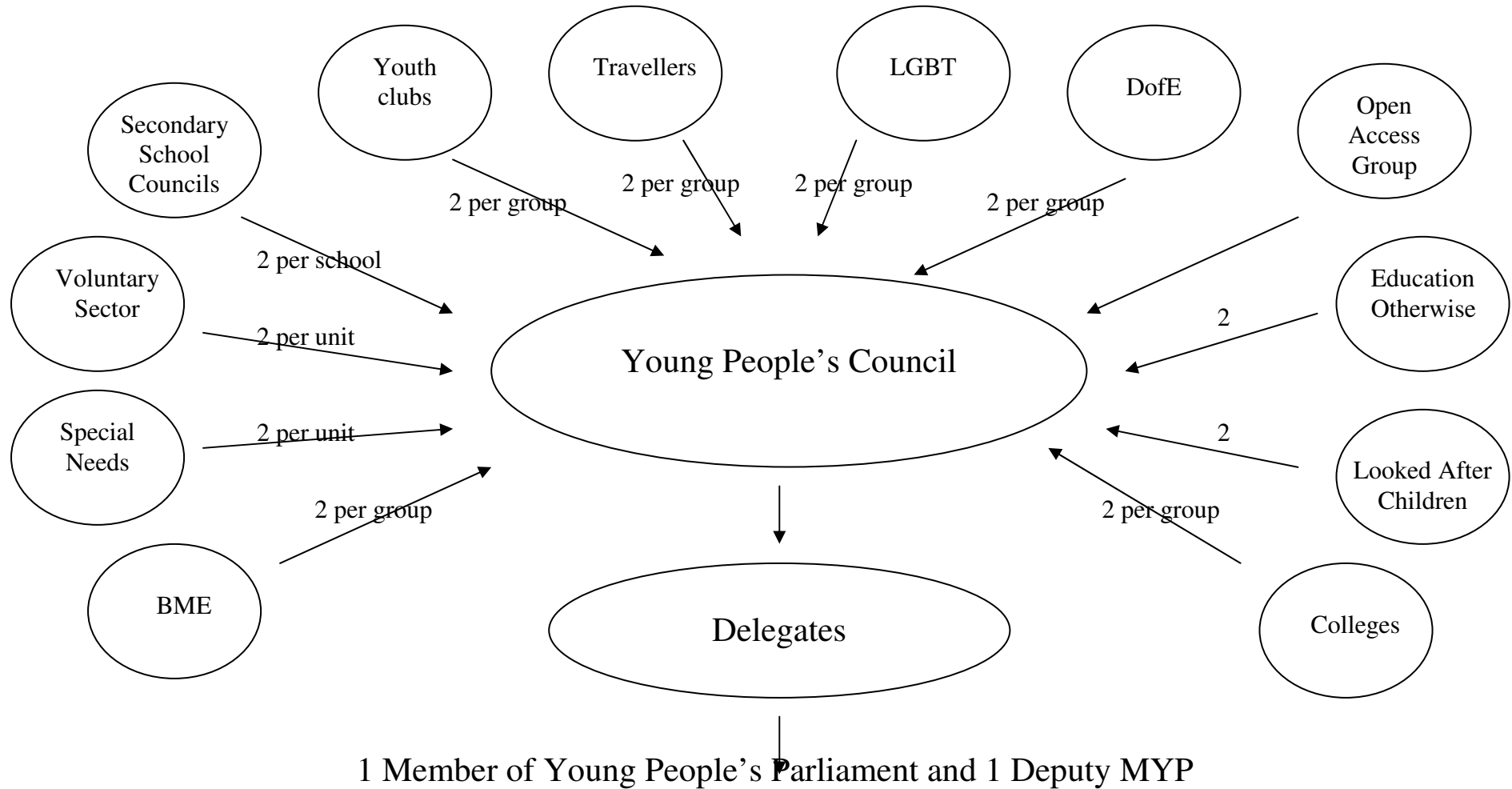
Annexes

ANNEX A – Proposed Structure of Youth Council

Background Papers: None

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Annex A – Proposed Young People’s Council for York



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Young People's Working Group

22 July 2009

Report from the Assistant Director, Partnerships and Early Intervention

AN UPDATE ON CITY CENTRE FACILITIES FOR YOUNG PEOPLE

Summary

1. This report offers Members a further brief update on the search for sites and funds to establish enhanced facilities for young people close to the city centre. Mr Phil Bixby, the architect who has been working with us on the project, will be available at the meeting to answer Members' questions.

Background

2. The development of new city-centre facilities for young people continues to move forward in two distinct and complementary strands. However, as Members are aware, our plans to submit a bid for funding in the second round of the *myplace* programme have had to be curtailed as the Big Lottery has, without prior warning, changed the eligibility criteria to focus funds on those areas it deems most "deprived". This was a wholly unexpected and unwelcome development. We have registered strong protests with the BLF (along with other Councils, we understand) but to no avail. Nevertheless, the unanimous view of officers is that we should continue to work on the project in the hope that other funding streams may become available in the future.
3. The aim is to therefore to seek a range of ways of providing the facilities identified during the consultation with young people, and to identify alternative funding sources. The scale of our ambitions has however necessarily been reduced from those put originally forward for the RI site, and this (along with difficulties in progressing discussions with Network Rail given the current economic climate) has prompted the identification of an alternative focus for proposals. We regard the RI proposals as "on hold", and can revive them as necessary if the situation changes, and particularly if suitable developers come forward for York Northwest.
4. In the meantime, an alternative and potentially exciting possibility has emerged. Following discussions with York Museums Trust and other interested parties, initial sketch proposals have been drawn up for development of indoor and outdoor facilities around the ruins of St. Leonard's Hospital adjacent to the Museum Gardens. The Gardens already provide a well-used meeting place for young people, and proximity to the city centre and the new "Explore!" facilities in the adjacent library make this an ideal location, also well served by public transport. Design proposals for a contemporary adaptation and extension of the ruins have been discussed informally with city heritage staff and with English Heritage, with a broadly positive response. The area is currently a focus for drug use and antisocial behaviour and there is widespread support for more positive and managed activity. The proposed building would contain facilities for arts, dance, drama and digital media / DJ'ing, in addition to informal social use and access to support.

5. Our design proposals are currently being worked up in a little more detail to allow more formal discussions with council staff and others; the aim is to seek comment from the Conservation Panel in September. In comparison with the RI proposals the aims are more modest with a target cost of below £1 million. It must however be emphasised that as of today *we have no identified source for such funds*: what we are doing is to try to avoid the timescale issues we ran into with *myplace* by having a credible set of proposals already on the table for any future funding possibilities that may emerge. If the proposals begin to command consensus, then we can engage proactively in a search for funds, possibly by looking at the mainstream Lottery pot.
6. Meantime, proposals for a smaller and more immediate facility - under the working title *myplace NOW* - are progressing in parallel. It had been intended to submit a bid for YorkKash funding on the basis of an outline brief drawn up in consultation with local young people. In the event, a very similar bid was submitted by a group based out of St.Michael-le-Belfry, and rather than compete with this, a joint approach was agreed based around the *myplace NOW* design brief. The bid was successful, and the St.Michael-le-Belfry group are working with council staff to develop proposals and identify premises.
7. Council staff are also working to identify additional sources of funding which would be attracted by the £30,000 already secured in order to properly resource the project. The aim is to set up a city centre youth cafe and social facility, to be as accessible as possible and open as much of the time as possible. The core group already has experience of running a cafe for young people (FUSE) and is very enthusiastic. The intention is to have the cafe up and running within twelve months.
8. If possible, we will have some young people involved in the project available at the meeting to talk to Members.
9. In summary, the two, parallel proposals outlined in this briefing paper are entirely complementary. The youth cafe would be small in scale, would provide a basis for setting up structures and relationships between interested parties and would focus on informal social activity. The proposals for St. Leonard's Hospital would be broader in scope including more organised use for arts-based activities, which would tie in perfectly with the opportunities presented by the Explore! centre, the proposed cultural development of the Museum Gardens and the interest of the Museums Trust in culture and lifelong learning. It is hoped that the wide support for both proposals can continue to enable them to move towards realisation.

Consultation

10. Updates have been sent out to all those who have been involved in the original consultation process. The intervention of revision, exams and now the summer break has meant it has not been worthwhile organising meetings with the young people, but these will re-commence in September.

Options and Analysis

(This report is for information.)

Corporate Priorities

11. A successful project to enhance city centre youth facilities would contribute to meeting the following corporate priorities:
1. Improving the life chances of the most disadvantaged and disaffected children, young people and families in the city.
 2. Improving the health and lifestyles of the people that live in York, in particular among groups whose levels of health are the poorest.
 3. Increasing people's skills and knowledge to improve future employment prospects.
 4. Increasing the use of public and other environmentally-friendly modes of transport.
 5. Reducing the environmental impact of council activities and encouraging others to do the same.
 6. Reducing the actual and perceived impact of violent, aggressive and nuisance behaviour on people in York.

Implications

12. Any relevant financial, HR, equalities, legal, crime and disorder, IT, property and planning issues will be identified at an appropriate point as the work progresses and brought before Members as necessary.

Risk Management

(There are no significant risks inherent in this report. A full risk analysis will be completed before any specific proposals are brought forward.)

Recommendations

13. That the Young People's Working Group note this update report and comment as they wish.

Reason: additional investment in youth facilities in the city is in line with our corporate priorities, and the views of residents and young people themselves.

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Report Approved

Yes

Date 10 July 2009

Wards Affected: *List wards or tick box to indicate all*

All

For further information please contact the author of the report

Background Papers: None

Annexes: None

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Young People's Working Group

22 July 2009

Report from the Assistant Director, Partnerships and Early Intervention

Young People's Substance Misuse

Summary

1. This report provides an update of the work and activities overseen by the Young People's Joint Commissioning Group (YPSMJCG) for the prevention and treatment of young people's substance misuse in the city. It is for Members' information and to prompt debate.

Background

2. Substance misuse work in local authorities is governed by a Memorandum of Understanding between the Department for Children, Schools and Families (DCSF) and the National Treatment Agency (NTA) which sets out the vision for young people who need access to specialist substance misuse treatment provision. This Memorandum of Understanding highlights that local delivery of young people's specialist substance misuse treatment should be integrated into broader children's services provision, with planning and commissioning becoming an integral part of strategic Children and Young People's Plans in due course. These arrangements and guidance throughout apply only to young people under the age of 18.
3. The delivery strategy for Public Service Agreement (PSA) 14 identifies the performance assurance arrangements that will apply to young people's specialist substance misuse services and indicates that these arrangements will be supported by the following main delivery levers:
 - the effective treatment indicator in PSA 25 - *Reduce the harm caused by alcohol and drugs*, which also applies to those aged under 18;
 - performance management of Local Strategic Partnerships by Government Offices against targets negotiated in Local Area Agreements;
 - performance management of Primary Care Trusts (PCTs) by Strategic Health Authorities against indicators in local PCT delivery plans;
 - assurance of local drug partnership plans via process of annual agreements and quarterly reviews by the National Treatment Agency for Substance Misuse (NTA);

- the publication of monthly performance management information through the National Drug Treatment Monitoring System (NDTMS);
 - the provision of dedicated resource via a joint Department of Health and Ministry of Justice pooled treatment budget; and,
 - independent assessment and review by the Care Quality Commission and the Audit Commission.
4. At a regional level the NTA works with Children and Learners' Divisions in Government Office, regional Youth Justice Board, regional CAMHS, and Strategic Health Authority colleagues to develop processes to support improvement of young people's specialist substance misuse services. These arrangements are designed within the context of both the Children's Plan and the Youth Alcohol Action Plan which highlight the cross cutting need for children's partnerships "to improve the quality and coverage of specialist drug treatment for the young people who experience the most serious harm from drugs, building on progress to date". In terms of measuring performance on local authorities, the NTA is committed to working in line with the new local performance framework outlined in the 2006 Local Government White Paper, Strong and Prosperous Communities which includes the review and refresh of Local Area Agreements where appropriate.
5. Local Authorities are required to work with partner agencies to ensure that appropriate arrangements for securing services to young people are in place. A Young People's Substance Misuse Joint Commissioning Group (YPSMJCG) was established to oversee the development of coordinated responses; distribute resources allocated by the Department of Health, the Home Office and DCSF; monitor and evaluate the outcomes of commissioned services; and produce an Annual Treatment Plan following an assessment of need.
6. Membership of the YPSMJCG include representatives from the Council's Young People's Services, Children and Families, Youth Offending Team, Housing and Adult Social Services, Children's Trust Unit and Schools' Development; North Yorkshire and York Drug and Alcohol Action Team (DAAT); Children and Adolescent Mental Health Services (CAMHS); North Yorkshire Police and Safer York Partnership; York College; and CRI (Crime Reduction Initiative).

Local Developments

7. The YPSMJCG is committed to achieving comprehensive and integrated substance misuse services for young people in York and to do this will:
- Maintain a high quality school and college based drugs education programme.
 - Ensure that the whole community has access to advice and information on substance misuse and services.
 - Develop access to information, advice and support for parents/carers and families of young people who misuse substances.

- Ensure all young people are assessed within five days of being referred to specialist treatment services. This target has been established by the National Treatment Agency (NTA).
 - Ensure the views of young people (and where appropriate their parents or carers) are used to inform the design, delivery and evaluation of services.
 - Ensure that vulnerable young people are asked about their substance misuse using the initial assessment form; this will form an annex to the Common Assessment Framework (CAF).
 - Ensure that there are effective systems in place to collect and collate data on substance use and take up of services.
 - Develop a programme of training and consultation with specialist workers in order to equip the children and young people's workforce with the appropriate level of skills to respond to substance misuse issues with young people.
8. A referral route pathway chart has been produced for clear intervention guidance to schools and youth groups. Practitioners are fully aware of the protocols and procedures to enable them to address specific issues at the appropriate tiers.
9. The Partnership fund is contributes to six work streams:
- *Youth Offending Team (YOT)* – Commissioned service (ring fenced) to make assessments of all young offenders with identified substance misuse issues. Tier 2/3 interventions. Relevant referrals to other agencies. Outreach service where appropriate.
 - *York College* – Commissioned service to provide substance misuse education programme through the tutorial curriculum. Targeted at all students aged 14-18.
 - *First Base* – Commissioned service to provide a tier 2/3-specialist support service for young people aged 18 years and under living in the City of York, and, where appropriate, their parents or carers.
 - *Workforce training* – A progressive programme of substance misuse awareness training for the whole children and young people's workforce.
 - *Annual needs assessment and Treatment Plan* – A requirement of the National Treatment Agency.
 - *Annual Conference/ Planning Day* - Brings together a range of professionals to gain knowledge of developments in the substance misuse agenda and to discuss future plans and direction.
10. All this activity contributes to *Being Healthy* and *Staying Safe* sections of the Children and Young People's Plan. It also impacts on the LAA priority NI 115 – the % of young people who admit to frequent misuse of drugs/volatile substances or alcohol (measured via the *TellUs* survey).

Numbers

11. Performance data from the TellUs survey has not worked well as a reliable indicator because of limitations with its completion. For example, the last survey was mainly completed by younger primary school children. However, our local needs assessment indicates that there could be 110 young people in year 10 requiring substance misuse related intervention, with up to 238 of the same cohort for alcohol intervention.
12. The annual Treatment Plan is subject to a biannual self-assessment and an annual review undertaken by the NTA.

Progress: what's working well

13. The comprehensive Needs Assessment completed in February has provided clear direction for improvement, and a set of priorities, which are outlined in the Annual Treatment Plan.
14. In summary the key findings of the Needs Assessment are:
 - 62% of young people referred disclosed “poly drug” use.
 - Secondary substances are more likely to be Cannabis (27%) and Alcohol (34%).
 - 46% of young people referred into First Base were classified as vulnerable due to experiencing problems with their education (e.g. school exclusion, non- attending at school, NEET) This reflects the high referral rate from Children’s Services (which includes Connexions) and Schools.
 - 32% of young people referred into First Base were classified as vulnerable due to experiencing problems at home (20% family breakdown and 13% parental substance use); 14% of young people referred had been asked to leave the family home and were classed as homeless at the point of referral.
 - The youngest person referred into the service was 12yrs old.
 - Young people are more likely to be referred to the service aged 15yrs old (34%) and 17yrs old (24%).
 - Out of the 71 referrals made to First Base between April 07 and July 08 28% were assessed as requiring specialist Tier 3 intervention (aged 16yrs+).
 - Half of the Tier 3 clients reported Alcohol to be their primary drug, with 30% of them reporting Cannabis as a primary substance.
 - Use of Class A substances was limited to Cocaine and Ecstasy with 15% of Tier 3 clients reporting these substances as their primary drug at referral.
 - Females are more likely to be assessed as requiring specialist treatment support than males (70% of Tier 3 clients within this period were female).
 - There has been a rise in problematic alcohol use in young females within the City (64% of Tier 3 females within this period reported alcohol use as their primary substance)
 - 83% of Tier 3 clients disclosed poly drug use (secondary substance).
 - Half of the Tier 3 clients admitted to using 3 or more substances.

- Injecting remains rare within the treatment population of young people within York, which is a welcome way in which we differ from many other large conurbations in Yorkshire. Only 5% of young people within this period were known to have an IV history. This was associated with steroid usage only.
 - Incidences of young people being previously treated within treatment were low with 15% of Tier 3 clients within this period previously being treated within Tier 3/4 provision.
 - Young people requiring specialist treatment were most likely to live in the Fishergate, Fulford, Osbaldwick or Tang Hall postcode ward (30%).
 - The majority of Tier 3 clients were engaged in “psycho social structured interventions”. This includes assessment and defined treatment planning alongside treatment goals with regular reviews (75% of Tier 3 clients within this period).
 - 84% of those discharged from treatment within this period did so in a planned manner, with 95% of these planned discharges occurring as treatment was completed.
15. The following key priorities have been identified through the Needs Assessment and will support the delivery of PSA 14:
- The development of an integrated commissioning strategy led by Children’s Trust, which will ensure a collaborative approach to addressing all types of risky behaviour by young people.
 - Ensure that appropriate communication and information sharing is established between York Hospital and First Base with appropriate signposting and referral routes established.
 - Consider the viability of a young people’s prescribing and needle exchange service.
 - Promotion of children’s substance misuse services to adult providers to ensure referrals and information sharing in relation to children affected by adult substance misuse takes place.
 - Review of drug and alcohol education within all schools.
 - Early identification of families likely to be affected by substance misuse including ‘hidden harm’ to children and siblings.
 - NDTMS data needs to include more information about children and young people in relation to adult interventions. Ensure commissioned services complete all data returns in a timely and accurate manner (NDTMS and quarterly monitoring).
 - Ensure that arrangements for clinical governance and auditing align with national policy and good practice guidelines.
16. All services are working well with very competent staff collaborating effectively with partner agencies. There is excellent involvement in partnership consultative

arrangements. The training programme is well supported by staff from a wide range of children and young people's services.

Challenges: what's not working so well

17. Financial resources are limited although numbers of young people are low compared with other local authorities.
18. There is a greater focus on treatment rather than prevention. Protocols and communication between York Hospital A & E Department and First Base is weak. Some difficulties experienced in engaging all young people in a planned exit programme and the transition to Adult Services requires improvement. The treatment and support for care leavers remains a priority.

Financial Resources

19. The Young People's Substance Misuse Partnership Grant 2009/10 is distributed as follows:

Scheme	Total Budget (£)
Commissioning and System Management	4,000
York College	26,000
Youth Offending Team	32,000
First Base	73,500
Conference Planning	500
Training Administration - CRI	2,500
Training Costs	1,500
Treatment/Local Responses	1,315
Total Budgeted Expenditure	£141,315

2009/10 Grant Allocation **-£141,315**

20. A grant of £23,000 from CAMHS is assigned to Castlegate for counselling services, and a further £26,000 from the Connexions grant is used for the provision of an alcohol worker at First Base (CRI)

Consultation

21. Consultation with young people and specialist workers is a regular feature of our work, as mentioned at paragraph 7 above.

Options and Analysis

(This report is for information.)

Corporate Priorities

22. This work will help to 'improve the life chances of the most disadvantaged and disaffected children, young people and families in the city '.

Implications

(This report is for information and has no specific financial, HR, equalities, legal, crime and disorder or IT implications.)

Risk Management

(There are no significant risks inherent in this report.)

Recommendations

23. The Young People's Working Group is asked to:

- receive the report for information; and
- make comment on the strategy and direction of the work.

Reason: to inform future strategic work on substance misuse services for young people in York

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Report Approved

Date 10 July 2009

Wards Affected: *List wards or tick box to indicate all*

All

For further information please contact the author of the report

Background Papers: None

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