

# CONSULTATION ON THE HILLINGDON YOUTH OFFER & DELIVERY MODEL

<b>Cabinet Member(s)</b>	Cllr Susan O'Brien
<b>Cabinet Portfolio(s)</b>	Cabinet Member for Children, Families & Education
<b>Officer Contact(s)</b>	Kathryn Wyatt – Children & Young People's Services
<b>Papers with report</b>	Appendix 1 – Survey of Young People Appendix 2 – Proposed Youth Vision

## HEADLINES

<b>Summary</b>	<p>The current youth services offer in Hillingdon is mainly a static, largely single-use buildings-based model from which programmes and activities are delivered. Attendance rates are typically low. Young people have said they want a modern, relevant, dynamic offer which is delivered in places and in ways which would encourage them to participate. This includes a digital offer.</p> <p>This report to Cabinet proposes a new Youth Vision offer and delivery model for Hillingdon. The new vision is to have an integrated youth offer that aligns with wider early help and prevention arrangements to support all young people to reach their potential. The offer will be responsive to meet the ever-changing needs of children and young people.</p> <p>The report seeks Cabinet approval to consult on the Youth Offer Vision for Hillingdon and the delivery and resourcing model.</p>
<b>Putting our Residents First</b>  <b>Delivering on the Council Vision2022-2026.</b>	<p>This report supports our ambition for residents / the Council of: Live active and healthy lives</p> <p>This report supports our commitments to residents of: Safe and Strong Communities. Thriving healthy Households</p>
<b>Financial Cost</b>	There are no direct financial costs attached to the recommendations
<b>Relevant Select Committee</b>	Children's, Families and Education Select Committee.
<b>Relevant Ward(s)</b>	Borough Wide

## RECOMMENDATIONS

### That the Cabinet:

1. **Agrees to progress to public consultation with the proposed Youth Offer Vision and delivery model for Hillingdon.**
2. **Authorises the Executive Director of Children and Young People, in consultation with the Cabinet Member for Children, Families & Education, to approve the approach to consultation.**
3. **Agrees to receive a report back to consider the consultation responses and the final Youth Offer Vision and delivery model for approval, informed by the findings of the consultation exercise.**

### Reasons for recommendations

The proposed Youth Offer aligns with the Council Strategy 2022-2026 commitments to residents namely: safe and strong communities and; thriving, healthy households. It seeks to deliver a modern youth offer that meets the needs of young residents by providing accessible, contextually and culturally aware services. It has a clear focus on community engagement and providing opportunities for young residents to engage in a distinct educational process adapted across a variety of settings to support a young person's personal, social and educational development, to;

- explore their values, beliefs, ideas and issues.
- enable them to develop their voice, influence and place in society.
- acquire a set of practical or technical skills and competencies, to realise their full potential.

The proposed Youth Offer will also ensure that the Council is able to meet the statutory requirement to provide sufficient youth services within the Borough (Education Act, 1996).

Approval of the recommendations will enable the Council to hear the voice of residents and supports the principle of co-production in service design and delivery, to put residents first.

### Alternative options considered / risk management

Cabinet could consider approving implementation of the Vision and delivery model without consultation. This would enable the transformation of the service to move at a quicker pace. The risk in doing so is that the council will miss potential opportunities to incorporate the views of residents, to ensure the final Youth Offer and delivery model best meets local needs.

### Democratic compliance / previous authority

Cabinet is the relevant body in the Council's Constitution to propose consultation on, and make any decision in relation to, such proposed changes to council services.

Consideration of the Youth Offer is to include a minimum 6-week consultation period. The following timetable is proposed:

1. Consultation draft agreed with Cabinet Member for Children, Families and Education
2. Minimum 6-week public consultation period
3. Cabinet consideration of consultation responses and to agree final youth offer

### Select Committee comments

The proposed Youth Offer vision was presented to the Children, Families & Education Select Committee on 4<sup>th</sup> January 2023. The committee welcomed the update and opportunity for further scrutiny once the Cabinet for the public consultation had commenced.

## SUPPORTING INFORMATION

### Introduction

1. All Local Authorities have a statutory duty to secure educational and recreational leisure time activities and sufficient facilities for such activities. As young people spend 85% of their waking hours outside of the school-day each year, they need somewhere safe to go in their community, with friends and for activities, supported by a trusted adult. This is comparable to local authorities securing sufficient school places, whether delivered directly, commissioned, funded or fulfilled by others, in that area. Youth work activities are purposeful, with outcomes to improve young people's well-being.
2. Over time, the interests of children and young people have evolved and their needs, social requirements and how they engage with the wider community has changed. These changing priorities, a reduction in the take up of drop-in style youth work sessions, engagement and feedback from children receiving services from our Adolescent Development Service and the outcomes of a survey of children and young people carried out in 2021 (Appendix 1) has informed the proposed vision and delivery model.
3. The survey of children and young people told us that they want services that are accessible, close to where they live and spend recreational time, and that are informed by local community diversity needs. In the survey, children and young people told us that they want services brought to them. Many of them reported that they had not been to a Youth Centre.
4. The 2021 census highlighted a rise in under 15 population in Hillingdon by 12.9%, with areas including Yeading and Hayes being the most densely populated. Similarly, data from the Holiday Activities Food Programme (HAF) demonstrates that the highest number of families in receipt of benefits related free school meals live predominantly in the South of the borough. The census also illuminated the increase in cultural diversity across Hillingdon with a rise of 8% in residents identifying as Asian and Asian British and decline of 12.4% of residents identifying as white. The data underpins the proposed new youth offer that seeks to deliver a locality based, contextually and culturally aware service to young residents' responsive to their needs.
5. The current service model cannot meet the needs and wishes outlined above without adopting an alternative delivery model.

## Youth Offer Vision (Appendix 2)

6. The vision is to have an integrated Hillingdon youth offer that aligns with wider early help and prevention arrangements to support all our young people to reach their potential. The offer needs to be responsive and dynamic to meet the ever-changing needs of children and young people.
7. The proposed Vision will realign the Hillingdon Adolescent Development and Universal Youth Services. This provides opportunities to create a modern, responsive and dynamic Youth Offer. This will be driven by co-production and informed by data to deliver a locality-based provision that is in line with what our young residents tell us.
8. The Vision aims to reach as many young people as possible by changing the service delivery model of the Council's directly provided Youth Services. The current delivery model invites young people to come to a designated centre and join an activity in order to access support. Children, through direct engagement and via the aforementioned survey, have told us that they want to access services in a range of settings and formats.
9. For youth work directly provided by the Council, the Vision is to move away from just open access drop-in youth centres, to a hybrid model which will add a detached youth offer, outreach youth offer and comprehensive digital offer.
10. A detached and outreach service will continue to be complemented by a flexible buildings-based offer utilising assets in our communities including schools, sports facilities, community centres and community hubs. By maximising opportunities to engage with young people in their spaces and chosen locations rather than static building places, we support our young residents to have access to a wider range of services across the borough. The current model of delivery does not respond to what children and young people tell us they want and as such reduces accessibility and reach.
11. The Vision is in line with our commitment to relationship-based practice that is predicated on putting the young people at the centre of what we do and listening to them in co-producing services and solutions. Utilising delivery from the network of community resources provides a unique environment to deliver locality based, accessible, community led youth work.
12. This approach to youth work delivery enables more opportunities to engage and access a range of services including libraries, leisure centres, sports activities, arts etc. This is achieved in a way that is focussed on the young people, their needs and their community, supporting them to connect with organised activities that are meaningful to them.
13. Delivering a comprehensive Youth Offer in Hillingdon cannot and should not be done by one agency alone. The Vision aims to extend the principle of co-production to a wide range of partnership agencies, stakeholders and organisations that can work together to maximise funding opportunities, plan and co-deliver a coherent borough wide youth offer.
14. A comprehensive directory of opportunities will be created and made available to children, young people, families and partner agencies in the borough which will provide young

people with greater awareness and access to positive opportunities delivered by a range of organisations.

15. The Vision will enable the Local Authority to evidence compliance with statutory guidance by ensuring a sufficient youth service by using the National Youth Association (NYA) National Youth Curriculum as a framework for good practice.

The Youth Offer will;

16. Be available to all young people in Hillingdon in places and ways of their choosing that are accessible, modern, and well resourced.
17. Value our young people's individual identities and promotes inclusivity for all.
18. Support effective work in partnership with others, including young people to provide and enhance the Youth Offer.
19. Promote early engagement with young people and provides opportunities for them to be the best version of themselves.

### **Youth Offer Delivery Model**

20. The existing Universal Youth Service will move from a linear programme-based structure to a single service with a flexible workforce that enables the service delivery to adapt to current and emerging needs.
21. The delivery model will be made up from a range of flexible provisions across the borough. These will be delivered in a way that is flexible, adaptable and efficient. Some examples are:
  - Locality building based sessions delivered from libraries, sports venues, schools.
  - Detached and street-based youth work delivered in recreational areas, town centres, housing estates.
  - Outreach youth work - supporting children in the community to access building-based activities.
  - Outdoor learning - bushcraft, water sports, outdoor adventure, camping.
  - Digital youth work - accessing information, youth work and targeted sessions, online opportunities educational development.
  - Other activities such as residential, social action, volunteering.
22. The delivery model will support an increase in the number of weekly sessions from currently delivered 13 to up to 29 per week. 18 of those to be offered through the locality teams, these sessions will be in addition to the 11 specialist and accredited sessions available, for example, Duke of Edinburgh's awards.
23. A key element of this proposal is to recruit a diverse workforce that can deliver a resilient and responsive service through the development and delivery of programmes. Some core roles and staffing complement would be changed, and workers will be directed to deliver programmes in accordance with demand. The number of detached Youth Workers would

be increased to be able to support young people within their community, building positive relationships with them over time to improve outcomes.

24. The proposed move to a locality based operating model is aligned with the Council's objectives and wider transformation of some frontline services. The service will be working in collaboration with other services across the Council to expand on this operating model to deliver more efficient services for residents. Robust data and analysis including the JSNA and the Index of Multiple Deprivation (IMD) will inform how resources are deployed to prioritise the delivery of services into neighbourhoods with the highest need.
25. Based on the analysis of footfall in the youth centres, three of the current buildings (Northwood, Charville and South Ruislip) are not situated in places that are accessible to young residents and the delivery model proposes to cease to deliver youth services from these bases.
26. The delivery of programmes from Fountains Mill has been temporarily relocated to a more suitable and accessible space in the Uxbridge family centre due to a building health and safety concern. This has given us the opportunity to test the use of service delivery from multi-functional spaces in the community.
27. The first table (Table 1) below shows the current delivery model across the Borough. The second table (Table 2) shows the proposed delivery model across the Borough ensuring sufficient geographical coverage to meet the needs of young people. This proposal tailors the coverage to places accessible by young people and links up services where suitable, to improve reach in the community.

**Table 1 - Breakdown of Current Universal Delivery**

Delivery Type	Delivery From	Delivery Day Hours of delivery per week	Age	Programme title	Type of programme	No of children signed up
<b>Locality offer</b> Central	<b>Uxbridge Family Hub</b>	Mon [ 2.5 hrs per session]	School years 7 - 13	Youth Council	Youth Participation	25
		Tues [ 2.5 hrs per session]	14 - 25	Duke of Edinburgh's Award	Youth Awards Programme	29
		Tues [ 2.5 hrs per session]	13 - 19	Young Enterprise	Youth Awards Programme	Not currently recorded
<b>Locality offer</b> South	<b>Harlington Young Peoples Centre</b>	Tues [ 2.5 hrs per session]	14 - 25	Duke of Edinburgh's Award	Youth Awards Programme	16
		Wed [ 2.5 hrs per session]	14 - 25	SPARKS (SEND provision)	Centre based Youth Work	Not currently recorded
		Thurs [ 2.5 hrs per session]	School years 7 - 9	Inters	Centre based Youth Work	19
		Thurs [ 2.5 hrs per session]	School years 10 - 13	Seniors	Centre based Youth Work	Not currently recorded
		Fri [ 2.5 hrs per session]	School years 3 - 6	Juniors	Centre based Youth Work	3
		Fri [ 2.5 hrs per session]	School years 10 - 13	Seniors	Centre based Youth Work	34
		Sat [ 2.5 hrs per session]	School years 1 – 6 and 7 – 13 alternate weeks	Young Carers	Young Cares offer	Not currently recorded
<b>Locality offer</b> North	<b>Ruislip Young Peoples Centre</b>	Mon 2.5 hrs per session]	School years 7 - 13	Inters/Seniors	Centre based Youth Work	15
		Wed 2.5 hrs per session]	14 - 25	Duke of Edinburgh Award	Youth Awards Programme	12

*Note: The number of children signed up is a representative figure of the overall number and is not indicative of session attendance figures. It is noted that attendance data to date has not been robustly recorded and is a gap that is being addressed.*

**Table 2 - Breakdown of Proposed universal element of the Youth Offer delivery**

<b>Delivery type</b>	<b>Delivery from</b> <i>*Examples of delivery spaces</i>	<b>Delivery Days</b>	<b>Hours of delivery per week</b>	<b>Type of Programme</b>	<b>Number of spaces offered</b>
<b>Locality offer Central</b>	Uxbridge Family Hub Learn Hillingdon Brunel University Hillingdon Sports and Leisure complex Uxbridge College Primary Schools Detached Youth Work Bus Outreach Work	Monday - Saturday	6 sessions of delivery [ 2.5 hrs per session]	Generic youth work sessions for children and young people	Up to 150 spaces could be offered each week
<b>Locality offer South</b>	Harlington Young Peoples Centre Uxbridge College Hayes Campus Wakley Centre Botwell Complex Community Hub Primary Schools Detached Youth Work Bus Outreach Youth Work	Monday - Saturday	6 sessions of delivery [ 2.5 hrs per session]	Generic youth work sessions for children and young people	Up to 150 spaces could be offered each week
<b>Locality offer North</b>	Ruislip Young Peoples Centre Community Hub Detached Youth Work Bus Outreach Work Ruislip High School Primary Schools	Monday - Saturday	6 sessions of delivery [ 2.5 hrs per session]	Generic youth work sessions for children and young people	Up to 150 spaces could be offered each week
<b>Accredited /Specialist offer</b>	Various locations across the borough delivery informed by data and responsive to need	Monday - Saturday	6 sessions of delivery across the borough	Various youth awards programmes and accredited courses for children and young people	Up to 90 spaces could be offered dependent on accredited/specialist programme allowance
<b>Detached / Outreach offer</b>	Various locations across the borough delivery informed by data and responsive to need	Monday - Saturday	5 sessions of delivery across the borough	Detached youth work session in the community	Up to 75 children and young people seen weekly

This is an indicative offer. The model of delivery is made up from a range of flexible provisions across the borough. These will be delivered in a way that is flexible, adaptable and efficient and responds to the needs of children and young people across communities in Hillingdon.



28. In addition to the delivery benefits for young people within the Borough, moving away from a building-based delivery model would support the Council's climate change agenda with the reduction of energy consumption. This will help Hillingdon to reduce carbon emissions and reach their 2030 targets to become carbon neutral and achieve 100% clean energy across the Council's services.

## **Financial Implications**

29. This report recommends that Cabinet agree to progress with public consultation on the proposed Youth Offer delivery model. The recommendations have no direct financial implications.

## **RESIDENT BENEFIT & CONSULTATION**

The recommendation to consult, if agreed, will allow the Council to consider public feedback on moving towards a modern and responsive youth offer that delivers a sufficient level of borough wide youth services to Hillingdon residents.

In outline, the consultation approach will run for a minimum of six weeks and include an on-line survey published on the council's website, promoted through a range of communication channels, as well as direct, pro-active engagement with young people, to seek their views.

## **CORPORATE CONSIDERATIONS**

### **Corporate Finance**

Corporate Finance have reviewed this report and concur with the Financial Implications presented above, agreeing that there are no direct financial implications associated with the recommendations in this report.

### **Legal**

Pursuant to s507b Education Act 1996 local authorities must, so far as it is reasonably practicable, secure for young persons between the ages of 13 - 24 sufficient educational and recreational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities. There are no legal implications arising from the recommendation set out within the report,

### **Property**

Property Services will give further advice on property implications in relation to youth centre sites when a decision on services at such sites is received.

## **BACKGROUND PAPERS**

Nil