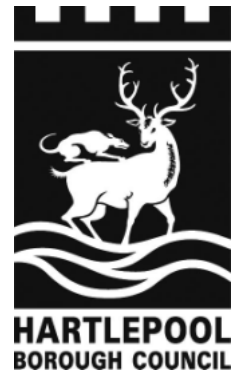


# SCRUTINY CO-ORDINATING COMMITTEE AGENDA



Friday, 23 April 2010

at 2.00 p.m.

in the Committee Room B, Civic Centre, Hartlepool.

SCRUTINY CO-ORDINATING COMMITTEE:

Councillors C. Akers-Belcher, S Akers-Belcher, Barker, Brash, James, London, A Marshall, J. Marshall, McKenna, Preece, Richardson, Rogan, Shaw, Simmons, Wright and Young

Resident Representatives: Evelyn Leck, Iris Ryder and Linda Shields

1. **APOLOGIES FOR ABSENCE**

2. **TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS**

3. **MINUTES**

3.1 To confirm the minutes of the meeting held on 16 April (*to follow*)

4. **RESPONSES FROM THE COUNCIL, THE EXECUTIVE OR COMMITTEES OF THE COUNCIL TO REPORTS OF THE SCRUTINY COORDINATING COMMITTEE**

No Items.

5. **CONSIDERATION OF REQUEST FOR SCRUTINY REVIEWS FROM COUNCIL, EXECUTIVE MEMBERS AND NON EXECUTIVE MEMBERS**

No Items.

## 6. FORWARD PLAN

## 7. CONSIDERATION OF PROGRESS REPORTS / BUDGET AND POLICY FRAMEWORK DOCUMENTS

No items.

## 8. CONSIDERATION OF FINANCIAL MONITORING / CORPORATE REPORTS

No items.

## 9. ITEMS FOR DISCUSSION

### Scrutiny Final Reports

- 9.1 Final Report – Targeted and Detached Youth Work – *Chair of the Children’s Services Scrutiny Forum*
- 9.2 Final Report – Hartlepool’s Incubator Business System – *Chair of Regeneration and Planning Services Scrutiny Forum*
- 9.3 Final Report – Possible Environmental Impacts of Dust Deposits on the Headland and Surrounding Areas – Covering Report – *Chair of Neighbourhood Services Scrutiny Forum*
- 9.4 Final Report – Climate Change and Carbon Management – *Chair of the Adult and Community Services Scrutiny Forum*
- 9.5 Final Report – Putting People First – The Delivery of Personalised Adult Social Care Services – *Chair of the Adult and Community Services Scrutiny Forum*
- 9.6 Final Reports – Suspension of Greatham Clinic and Alcohol Abuse – Prevention and Treatment – Covering Report - *Chair of the Health Scrutiny Forum*
- 9.7 Draft Interim Report – Child Poverty and Financial Inclusion - *Chair of the Scrutiny Co-ordinating Committee*

### Scrutiny Progress Reports

- 9.8 Scrutiny Forums – Progress Reports:-
  - (a) Adult and Community Services Scrutiny Forum – *Chair of the Adult and Community Services Scrutiny Forum;*
  - (b) Children’s Services Scrutiny Forum – *Chair of the Children’s Services Scrutiny Forum;*

- (c) Health Scrutiny Forum - *Chair of the Health Scrutiny Forum*
- (d) Neighbourhood Services Scrutiny Forum – *Chair of Neighbourhood Services Scrutiny Forum;*
- (e) Regeneration and Planning Services Scrutiny Forum – *Chair of Regeneration and Planning Services Scrutiny Forum;* and
- (f) Scrutiny Co-ordinating Committee – *Chair of Scrutiny Co-ordinating Committee.*

9.9 Dedicated Overview and Scrutiny Budget – 2009/10 Outturn – *Scrutiny Manager*

9.10 Draft Overview and Scrutiny Annual Report for 2009/10 – Scrutiny Manager (*To Follow*)

**10. CALL-IN REQUESTS**

**11. ANY OTHER ITEMS WHICH THE CHAIRMAN CONSIDERS ARE URGENT**



## SCRUTINY CO-ORDINATING COMMITTEE

23 April 2010



**Report of:** Children's Services Scrutiny Forum

**Subject:** FINAL REPORT – TARGETED AND DETACHED YOUTH WORK PROVISION IN HARTLEPOOL

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### 1. PURPOSE OF REPORT

1.1 The purpose of this report is to outline the findings and recommendations of the Children's Services Scrutiny Forum following its investigation into 'Targeted and Detached Youth Work'.

### 2. SETTING THE SCENE

2.1 At the meeting of the Children's Services Scrutiny Forum of 17 August 2009, Members determined their Work Programme for the 2009/10 Municipal Year.

2.2 In identifying a topic, the Forum noted that there are four distinct areas of work within the provision of youth services in Hartlepool:-

- (i) Generic Building Based Youth Work (for example; developmental and recreational facilities for young people);
- (ii) Participation Youth Work (to help young people to be involved in the decision-making processes);
- (iii) Targeted Youth Work (to provide early intervention to support young people at risk); and
- (iii) Detached and Mobile Youth Work (to ensure greater access to different groups of young people, engaging with young people where they meet and congregate).

2.3 Attention was also drawn to the wide variety of targets and initiatives attached to the provision of all local government services and in particular the impact of the 'Youth Matters: Next Steps' document, in March 2006. The

Forum recognised the provision of an excellent Youth Service to be central to the delivery of the outcomes of 'Youth Matters' in Hartlepool. They were however, eager to see that despite the target driven nature of service delivery; equal (if not greater) emphasis is placed upon the provision of services that actually / realistically meet the needs of the town's young people.

- 2.4 On the basis of these concerns, whilst Members acknowledged the breadth of activities incumbent in the provision of youth services in Hartlepool, the Forum was of the view that its investigation for 2009/10 should focus on the exploration of 'targeted and detached' youth work.

### **3. OVERALL AIM OF THE SCRUTINY INVESTIGATION**

- 3.1 The overall aim of the Scrutiny investigation was to gain an understanding of targeted and detached youth support work delivered by Hartlepool Borough Council's Youth Service and the collaborative requirements of this approach.

### **4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION**

- 4.1 The Terms of Reference for the Scrutiny investigation were as outlined below:-

- (a) To gain an understanding of Detached Youth Work and how it is delivered in Hartlepool;
- (b) To gain an understanding of Targeted Youth Work and how it is delivered in Hartlepool;
- (c) To evaluate the success of Detached and Targeted Youth Work in comparison to local and national baselines / targets;
- (d) To assess the recruitment and retention of staff employed to deliver the Detached and Targeted Youth Work programmes; and
- (e) To examine the delivery of Detached and Targeted Youth Work through partner organisations and organisations in the voluntary sector.

### **5. METHODS OF INVESTIGATION**

- 5.1 Members of the Children's Services Scrutiny Forum met formally between the 10 September 2009 and the 30 March 2010 to receive evidence relating the provision of targeted and detached youth work in Hartlepool. A detailed report of the issues raised during this meeting is available from the Council's Democratic Services.

- 5.2 A brief summary of the methods of investigation are outlined over the page:-

- (a) Evidence from the Authority's Cabinet Member with Portfolio Holder for Children's Services;
- (b) Detailed reports, supplemented by verbal evidence, from appropriate officers in the Child and Adult Services Department;
- (c) Evidence from the Team Around the Secondary School (TASS) (multi-agency approach, including the Youth Offending Service, Anti Social Behaviour Unit, Connexions, Family Intervention Programme (FIP), Barnardos etc);
- (d) Site visits to observe the youth bus, and targeted / detached youth workers, in action;
- (e) Evidence from young people who utilise targeted and detached youth services, including those from minority communities of interest or heritage; and
- (f) The views of local residents.

## **6. MEMBERSHIP OF THE CHILDREN'S SERVICES SCRUTINY FORUM**

6.1 The membership of the Scrutiny Forum was as detailed below:-

Councillors Aiken, C. Akers-Belcher, Coward, Fleet, Griffin, London, Preece, Shaw and Simmons.

Co-opted Members: David Relton and Tracey Priestman.

Resident Representatives: Joan Steel and Sally Vokes

Young People's Representatives: Michael Burford, David Clark, Karen Forcer, Arran Frame, Chris Lund and Rebecca Richards.

## **FINDINGS**

### **7. BACKGROUND TO THE DELIVERY OF YOUTH SERVICES**

7.1 In exploring the basis for the provision of Youth Services, Members gained an understanding of the requirements within the Education Act 1996 (section 507B) for the local authority to 'so far as is reasonably practicable' secure for young people access to:-

- i) Sufficient educational leisure time activities; and
- ii) Sufficient recreational leisure time activities for the improvement of their well-being, and sufficient facilities for such activities.

\*Educational activities – activities for the improvement of young peoples personal and social development, delivered using youth work methods and approaches.

\*Recreational activities – these include sports and physical activities as well as cultural and performing.

7.2 The local authority also has a duty to:-

- i) support the participation of young people at risk of negative outcomes;
- ii) publicise the positive activities available and keep up to date;
- iii) secure the views of young people on existing provision and their access to it; and
- iv) undertake a needs assessment and incorporate in to the wider planning process of the Children’s Trust.

7.3 Members noted with interest that these duties had informed the development and delivery of youth services as we know them today, through the four areas identified in Section 2.2 above. The distinctive nature of the various features of the service was acknowledged by the Forum, and Members support expresses for:-

- i) the voluntary association between young people and youth workers (the basis for the good relationship that exists);
- ii) young people’s active involvement in different features if decision making;
- iii) the use of infomal education and activity as the main methods of delivery, where needs are identified and outcomes achieved; and; and
- iv) a flexible and responsive approach to the way youth wok is provided.

## **8. DELIVERY OF DETACHED AND TARGETED YOUTH WORK IN HARTELPPOOL**

8.1 Throughout its investigation, the Children’s Services Scrutiny Forum welcomed evidence from a variety of sources and obtained a clear understanding of all aspects of the provision (and performance) of detached and targeted youth provision in Hartlepool.

### **Detached / Mobile Youth Work**

8.2 The Forum, at its meeting on the 12 January 2010, received evidence from the Child and Adults Services Department on the provision of detached youth work in Hartlepool. In gaining a clear appreciation of ‘what’ and ‘how’ services are provided, Members welcomed receipt of:-

- i) a clear definition of what detached youth work as “a process where local groups of young people are helped to clarify and assess their needs and objectives, and take action to attempt to meet them”; and



## ii) details of the key features of detached work:

- Youth staff often work with young people who find themselves unable or unwilling to relate to existing provision. They may lack skills or confidence; alternatively, they may not see the provision as relevant to them;
- Detached staff work primarily with young people on their own terms – on their “patch”. Such work requires careful negotiation, since it is young people’s space that youth workers are entering;
- Workers accept young people “as they are” and this is the starting point for the development ,of trust and relationships; and
- As a result, detached work has the capacity to engage some of the most vulnerable and hard to reach young people.

## iii) Clarification of the types of work carried out:

- knife crime, Rossmere statepark;
- development, shoe box Christmas appeal, endangered species project;
- Residential activities by number and by area;
- Other activities provided utilising local authority facilities where possible:-
  - High Ropes Course (30 young people)
  - Archery (30 young people)
  - Ten Pin Bowling (28 young people)
  - Quad Biking (20 young people)

## Young People Participating in Various Activities



iv) Clarification of issues raised during sessions with young people:

- **Top 6 issues** raised (Alcohol, Education, Relationships, Sexual Health, School issues and Employment); and
- **Bottom 6 issues** raised (Asylum, Suicide, Isolation, HIV/Aids, Refugees and Neglect).

8.3 Members noted with interest the service outturns for 2008/09 relating to the provision of detached and mobile services. (See Table 1 – over the page)

**Table 1** (Detached / Mobile Youth Support figures from April 2009 to December 2009)

<b>All Different Young People</b>	<b>Detached &amp; Mobile</b>	
Contacts	639	
Participants	330	
Recorded Outcomes	64	
Accredited Outcomes	14	
	<b>Detached</b>	<b>Mobile</b>
Minimum Attendance	7	4
Maximum Attendance	30	18
Average Attendance	15	10

8.4 Members were impressed to see that detached / mobile youth workers had contacted 859 individual young people. In addition to this, evidence provided showed that services compared favourably with local authority building based provision in respect of the total number of different young people reached overall. Whilst it was recognised that the very nature of the way in which detached / mobile services are provided limits the number of young people that can be worked with, Members felt that this was balanced by the potential vulnerability of the young people involved.

Hartlepool's Youth Bus



Young People Undertaking Activities inside the Youth Bus

- 8.5 Considering the distribution of mobile and detached service, attention had been particularly drawn to the Dyke House Ward and concern expressed regarding the absence of detached and mobile services in this area. Members were, however, delighted to find that a solution to this issue had been identified with dedicated youth provision to be scheduled for the Dyke House area as part of the Wharton Trust's successful bid to the Youth Capital Fund Plus Programme.
- 8.6 The Forum expressed full support for the Wharton's Trust bid and from the evidence provided supported the view that current detached youth provision is good. It was, however, evident to the Forum that any reduction in funding available for youth services would result in a decline in the activities provided. This being particularly relevant given the likelihood of future funding restrictions in the current economic climate.
- 8.7 In light of these concerns, the Forum highlighted the importance of exploring alternative ways of ensuring the provision of sustainable youth provision. Suggestions from Members for this being:-
- i) Based on those areas currently lacking youth service provision, a strategy should be developed to identify the 'next steps' and key recommendations necessary to put in place long term proposals to maintain sustainable services provision; and

ii) Exploration of ways in which projects can be co-ordinated externally, as well as in-house, and maintained in the community in the event that funding should cease.

8.8 The importance of ensuring continuity of service provision across the town, an in particular in areas of multiple deprivation, was further supported by Members given the link between lack of youth service provision and crime. Emphasis was also placed on the importance of:-

i) Preventative services not being seen as the easy answer to budget cuts given the pressure this can place on specialist services in later life when young people's needs are not met at the 'soft end' of service provision; and

ii) Young people being involved in the location / shape of services and preparation of grant applications.

### Targeted Youth Work

8.9 The Forum, at its meeting on the 23 February 2010, received evidence from the Child and Adults Services Department on the provision of targeted youth work in Hartlepool. The Forum was interested to learn that:-

i) Targeted youth work is aimed at **young people who are at risk of not achieving their full potential** for whatever reason;

ii) **Early intervention** is best, wherever possible, so minimising the risk. Often risks involve more than one issue, and so services need to work in an **integrated way** for best results; and

iii) Very often, such individuals or groups are **under-represented** in general youth work provision for a variety of reasons, and this can require **specific provision** to meet their needs.

8.10 Looking at figures for the number of young people participating in targeted youth activities, Members noted with interest the increase in overall involvement figures from 402 in 2008/09 to 902 in 2009/10. Members were impressed with the work undertaken to achieve this increase, including:-

i) A more robust management information system;

ii) A full years partnership with Dyke House School;

iii) Larger numbers of referrals to Rossmere Inclusion Project from English Martyrs School; and

iv) New projects including Salaam girls work, international work, Lesbian Gay Bisexual Transgender Youth, Hartlepool On Track Project and developments around Tackling Teenage Pregnancy (including work at Catcote).

8.11 Details of take up figures for 2009/10 in relation to each of the service areas contribution to the delivery of targeted youth services in Hartlepool are outlined in Table 2, over the page.

**Table 2** (Targeted Youth Support figures from April 2009 to February 2010)

<b>Project</b>	<b>Contacts</b>	<b>Participants</b>	<b>Total</b>
Deaf Youth Club	0	4	4
HOT (Hartlepool On Track)	116	3	119
International Work	12	17	29
Johnny Bus	371	52	423
Rossmere Social Inclusion Team	56	28	84
Salaam Girls Work	0	7	7
SexEd Spring Board	8	0	8
SexEd St Hild's	8	0	8
Social Inclusion Team Throston - April	9	50	59
Social Inclusion Team Rossmere - Autumn	81	27	108
Teenage Pregnancy	8	3	11
Teenage Pregnancy Catcote	9	3	12
Teenage Pregnancy Rossmere	22	0	22
Lesbian Gay Bisexual Transgender Youth	0	8	8
<b>Total</b>	<b>700</b>	<b>202</b>	<b>902</b>

8.12 Taking into consideration the views already expressed by the Forum on the development of innovative services for the future, Members were impressed with the complimentary work being undertaken around the 'Team Around the Secondary School' (TASS), 'Team Around the Primary School' (TAPS) and Team Around Children Centre's (TACC's).

8.13 On the basis of the benefits outlined below, the Forum acknowledged the importance of working with schools and other organisations as partners:-

- i) Early intervention assists in the prevention of more complex issues arising from occurring;
- ii) As a group, services become more flexible in being able to get the right services to young people at the right time;
- iii) It enables a better focus on the process of identifying young people who may need additional support; and

- iv) Young people are already benefitting from clearer referral routes, early intervention, and easier access to services at appropriate times, and nominated lead professionals who engage more effectively with parents.
- 8.14 The Forum noted that the Youth Service provides a considerable amount of qualification training in the town, and is frequently used as placements for NVQ, Foundation Degree and degree/masters levels. In addition to this, Members were delighted to discover that many youth members come through the 'ranks' to be volunteers and that this helps build partnerships, relationships and levels of understanding with Third Sector providers, who frequently benefit from staff who had used these processes.
- 8.15 The Forum was exceptionally proud of the in-house recruitment and promotion process in place through the youth service. However, concern was expressed regarding the reduction in staff over the past year, when the number of people wanting to use the service had grown so rapidly. In light of this, the Forum felt that questions needed to be asked around the issue of staff recruitment and retention, as outlined in greater detail in Section 17 of this report.
- 8.16 Looking more specifically at the services provided, Members welcomed the support given to teenage mothers in the town, and highlighted the importance of young mothers not becoming isolated from their peers or feeling like they have failed because of the effort being made in other areas to reduce the number of teenage pregnancies overall. Referring back to the development of in-house youth volunteers, officers were commended on encouraging those who had been through the support group in the past to advise new mums of the major changes that were going to take place in their lives. The success of one such young mum was welcomed as she was now working towards her NVQ2 award through this work.

### **Recruitment and Retention of Staff**

- 8.17 During the course of discussions, Members became concerned about a reduction in staff in post over the last year when the number of young people wanting to become involved with the services had grown so rapidly (as shown in Sections 8.3 and 8.11 of this report).
- 8.18 Evidence provided at the meeting of the Forum held on the 23 February 2010, (as shown in Table 3 – over the page) clarified the situation for the Forum, confirming that:
- i) Whilst the average length of service was still quite good, at over five and half years, the number of staff had fallen between 2008 and 2009 to 11 full-time and 50 part-time; and
  - ii) The majority of staff are part-time (73 part-time as opposed to 10 full-time). However, many staff do move from part-time to full-time posts within the youth sector on the back of their part-time qualifications.

**Table 3** - Staffing Figures for 2008/09.

Details	Full Time	Part Time	Total
No.of staff at 01.04.08	12	61	73
No.of staff at 31.03.09	11	50	61
No.of leavers during 2008/9	1	11	12
No.of New Starters during 2008/9	2	8	10
Average length of service (Years)	5.25	5.69	5.62

8.19 Members queried the make-up of the youth service workforce (the split between part and full time staff) and noted with interest the issues that impact on the recruitment and retention of staff within the service:-

- i) The level of part-time staff creates issues in terms of the level of training required for a small amount of hours worked. Most part time staff tend to be local people.

Whilst Members were disappointed to hear that research suggests that job mobility in the youth support sector is generally high, it was encouraging to find that most part-time workers move onto other local posts so skills are not lost to the town or sector. This almost serves as a capacity building function within the town.

- ii) The need for a majority of staff to be part time is illustrated by the number of projects the youth service runs (over 40). This would equate to 24 full time equivalent staff which would not staff 40 projects (the majority being at evenings and weekends).
- iii) Although the majority of posts are part time, working conditions and standards in terms of commitment are the same for all staff.
- iv) As turnover is a factor in recruitment and retention, systems have been changed from a central function and devolved to individual senior workers, who fulfil all of the procedural requirements – monitoring of vacancies, ‘thawing’ etc. This ensures that staff keep on top of their vacancies and replace staff as quickly as possible.
- v) As to why people leave this can be for a wide variety of reasons from work, family issues to career progression. The service monitors reasons for leaving and almost all people leaving the service are happy in it and it is the other reasons mentioned that are quoted. In some cases substantive posts have been developed within the service to maximise potential.

- 8.20 Members emphasised the importance of the youth service as an area where the Council can dramatically change the lives of young people and it was essential that the appropriate resources were there to meet that need. As such, Members directly queried whether the youth service is under resourced and were advised that a new management information system had been introduced. It was noted that this had given a more accurate reflection of the numbers involved which might not have been picked up in the past and as such a simple 'yes' or 'no' was not possible. In addition to this there was also more service provision on a weekend.

### **Delivery of Services through Partner Organisations and Other Voluntary Sector Organisations**

- 8.21 As part of the Forum's investigation into the provision of targeted and detached youth work services, evidence was received from a variety of partner organisations and groups. Particular attention was drawn to the activities of the Fast Team, a representative from which gave a detailed presentation to Members on the 12 January 2010.
- 8.22 Members were very interested in the partnership working undertaken between the Council and the Fast Team, with funding support for small projects. The Forum explored the remit of the Fast Team in, "targeting all age groups, focusing on early intervention with a view to reducing future problems and reducing serious intervention in the future. Support is also provided to entire family units, which has resulted in significant successes".
- 8.23 Members voiced support for the work of the Fast Team, in particular the benefits of identifying areas of prevalent anti-social behaviour in consultation with community police teams, targeting support to those areas and ensuring sustainable support for the future. With further attention drawn to links with the Crime Action Plan, concern was expressed by the Forum as to the difficulty of maintaining positive relationships / trust with young people whilst working with enforcement agencies. These concerns were shared by those young people present during the course of the investigation, with emphasis placed upon the importance of Youth Workers in providing young people with appropriate advice and support to deal with difficult situations.
- 8.24 Taking into consideration the issues raised in Section 8.23, the Forum was supportive of the development of working and communication routes between young people, the police and other agencies. On this basis, the Forum suggested that suggested that informal 'get-together's' should be arranged between the PCSOs and young people (facilitated by the Youth Service) to enable both sides to come to a better understand each other.



## 9. EVALUATION OF SERVICE PROVISION

9.1 A key part of the Forum's investigation was the completion of an evaluation of the effectiveness of targeted and detached youth services. In doing this, evidence was received by the Forum from Members (following site visits), the Children's Services Portfolio Holder and service users.

### Evidence from Site Visits

9.2 Detached / Mobile Youth Services – Between the 17 November 2009 and the 21 December 2009, a number of visits were undertaken by Members of the Children's Services Scrutiny Forum to observe detached / mobile youth work in action. Visits were undertaken to the youth bus at King Oswy Drive and Mill House. Members also, went out with detached youth workers in the Town Centre. During the course of discussions with staff and service users evidence was gathered as is shown in **Appendix B**.

9.3 Key point raised were:-

- i) Attention was drawn to the need for the provision of a bigger bus to accommodate all of those young people who wish to utilise mobile services. Members were supportive of this suggestion, however, it was recognised that there would be financial implications attached to this. As a solution, Members were keen to see feasibility of the introduction of a bigger bus as part of an integrated youth structure. It was felt that this would tie in well with increased emphasis on partnership working across the youth service, with an arrangement with partner organisations (e.g. Youth Justice, Connexions, NHS Organisations) to be explored for shared use the bus when it is not being used on an evening by Mobile Youth Workers; and

Young People Undertaking Activities outside the Youth Bus



- ii) Members thanked the Youth Workers and the young people for the warm welcome they received when undertaking the visits.

9.4 Targeted Youth Services – Between the 25 January 2010 and 12 February 2010, a number of visits were undertaken by Members of the Children's Services Scrutiny Forum to observe targeted youth work in action. During the course of discussions with staff and service users Members were

impressed to find that feedback was exceptionally positive and noted that for many their involvement with the youth service had transformed their lives.

### **Evidence from Young People / Service Users**

9.5 In order to effectively reflect the quality and value of youth service provision in Hartlepool, in addition to the results of the site visits, views were also received from representatives from the Salaam Centre, Lesbian, Gay, Bi-sexual and Transgender Group (LGBT), Young Carers Group, Teenage Pregnancy Group and Child Deaf Youth Project at meetings of the Forum held on the 12 January 2010 and 23 February 2010. Comments made were as follows:-

- i) When asked about service their particular groups needed in the future, representatives from:
  - The Young Carers Group, indicated that they would welcome more male carers; and
  - The SOS Group, indicated that it would be helpful to the group and young people in the town if there was a Youth Worker that was LGBT.
- ii) The young people looked forward to attending their groups each week, particularly as they consider them a safe environment. A member of the SOS group for lesbian, gay, bisexual, transgendered young people commented that the group was a great support to them personally and had been the first time they felt 'safe' in the town;
- iii) A young man who attended the deaf group in Hartlepool and Middlesbrough commented that the group had given him the opportunity to become involved in a wide range of activities and was also an opportunity to meet and mix with his deaf friends; and
- iv) Co-opted young people on the Forum, reiterated concerns around young people having no where to go to simply having unstructured 'chill out' spaces. Somewhere they can meet and not be moved on. This ties into comments at Section 8.23 / 8.24; and
- v) The Young Carers commented that their group had a very laid back atmosphere that helped them relax and share their experiences.

9.6 In relation to these comments, it was suggested that the provision of a gay, lesbian or bisexual youth worker could perhaps be achieved through work with Hart Gables although this needed to be explored further. In looking at the gender mix of youth workers, the Forum noted with interest that staffing is predominantly female and learned that the reasoning for this is the level of part-time youth workers. Members noted this and accepted that the lower level of male youth workers is not a significant issue. In relation to the wider issue of recruitment and retention of youth staff, the outcome of further discussions are outlined in Section 8.17 to 8.20.

- 9.7 In considering the evidence provided, Members were of the view that while the services that the council provide will always be governed by money concerns, it would be important to remember the correlation between young people having a poor start in life without support and the rates of anti-social behaviour and offending. It was strongly emphasised by the Forum, that the work done through the Youth Service has a positive influence on young people and if more funding could be found for the excellent services provided the authority would not only be helping the young people involved but society in general.
- 9.8 During the course of discussions, attention had also been drawn to the ways in which youth events are publicised. It was highlighted that most of the information available for young people was either web based, communicated via text or word of mouth or through leaflets (available with details of events such as Youth Opportunity Fund publicity days). Taking this on board, the Forum emphasised the need to ensure information on youth provision was communicated effectively and it was suggested that ways of further advertising in, and on the exterior of, Council buildings should be explored.
- 9.9 The Forum thanked all the young people and the representatives of the groups that had made the effort to attend meetings, and allow Members to visit, and expressed appreciation for their insight into the work undertaken by the Youth Service and the various groups they represent.

#### **Evidence from the Portfolio Holder for Children's Services**

- 9.10 As part of the Forum's investigation the Portfolio Holder for Children's Services had been invited to the meeting on the 12 January 2010 to provide evidence in relation to her responsibilities and views on the provision of targeted and detached youth work in Hartlepool.
- 9.11 The Children's Services Portfolio Holder commented on her commitment to support the service, her personal experiences as a retired youth worker, the benefits of residential activities and indicated that the provision of targeted and detached youth work in Hartlepool was invaluable.

### **10. COMPARISON OF SERVICES AGAINST LOCAL AND NATIONAL BASELINES AND TARGETS**

- 10.1 In evaluating the effectiveness of targeted and detached youth services in Hartlepool the Forum was impressed to receive, at its meeting on the 23 February 2010, details of the results of recent inspections by Ofsted and Internal Audit. Members were pleased to see that the result of these recent inspections supported the views they had obtained during the course of their investigation.
- 10.2 Looking at the conclusions of the **Internal Audit Report** (August 2009), Members were delighted to hear that Hartlepool's Youth Service was viewed as exceptional, with a wide range of activities being made available to 13-19

year olds. Members were particularly encouraged by positive comments in relation to work being undertaken in areas such as youth centres and projects. The review commended the authority on the delivery of:-

- i) A mobile unit and detached workers to give a flexible response to meeting young people on their ground;
- ii) A process that makes sure young people have a voice in 'what' and 'how' services are provided, whilst at the same time ensuring that there is support for all young people who may need it; and
- iii) A youth service that is forward thinking in its approach, listens to the views of the young people and makes the service reflect their requirements where possible.

10.3 In relation to the **Ofsted – Integrated Youth Support Service Inspection** (undertaken in September 2009), Members were pleased to see the five areas focused upon and felt that its outcomes and recommendations were particularly relevant given the focus of the investigation. The focus of the inspection being on:

- i) The impact of integrated arrangements on the range and quality of young people's learning and development through participation in youth work and positive activities in the community;
- ii) The effectiveness of targeted youth support;
- iii) The progress made by the local authority and its partners in developing an integrated approach to youth support;
- iv) How well young people are actively involved in shaping decisions and contributing to developments; and
- v) How far integrated support arrangements are contributing to broader strategic priorities for improving outcomes for young people.

10.4 Members considered the outcome of the inspection in detail and took the opportunity to commend officers on the following outcomes / conclusions:-

- i) The impact of integrated arrangements on the range and quality of young people's learning and development, through participation in youth work and positive activities in the community is good;
- ii) Targeted support is good;
- iii) The progress made by the local authority and its partners in developing an integrated approach to youth support is good;
- iv) Young people's active involvement in shaping decisions at a local level is outstanding; and

- v) The contribution of integrated support arrangements to broader strategic priorities for improving outcomes for young people is good.
- 10.5 Full details of the outcomes of Ofsted investigation are outlined in **Appendix A**.
- 10.6 It was apparent to the Forum from the evidence provided throughout the investigation that detached and targeted youth services are being provided well in Hartlepool. However, equally it was recognised that in presenting a balanced view there would always be areas where improvements could be made. On this basis, Members were of the view that the recommendations made by Ofsted for areas of improvement needed to be explored further as part of the delivery of a continually improving youth service. Ofsted's recommendations were as follows:-
- i) The need to continue to review and monitor the detailed working of the TASS;
  - ii) The need to ensure that quality assurance arrangements are sufficient in identifying weaknesses in new and emerging systems;
  - iii) The need to encourage maximum use of school-based sports and community facilities; and
  - iv) The need to consider the usefulness of an area-wide integrated youth support plan.

## 11. CONCLUSIONS

- 11.1 The Children's Services Scrutiny Forum concluded:-
- a) That whilst the provision of detached and targeted youth services was clearly good in Hartlepool, there is a continuing need for the development (and improvement) of youth services to meet the growing needs of Hartlepool's young people;
  - b) That in the changing economic climate, continued emphasis needs to be placed upon the role of partner organisations / bodies, and the wider community, in supporting the provision and development (now and in the future) of a service that is sustainable beyond any possible budgetary cuts;
  - c) That the identification of Integrated Youth Support will be a core factor in ensuring that all agencies; including the Youth Support Service, Connexions, Youth Offending Team and other providers of youth support; are working in greater partnership to provide services for young people;
  - d) That it is **imperative** for the future success of detached and targeted youth services in Hartlepool that young people themselves continue to play an integral part in 'how' and 'what' services are provided;

- e) That the benefits of partnership working in the provision of detached and targeted youth work (and the youth services as a whole) are considerable in ensuring continuity of services and preventing duplication;
- f) That young peoples comments and concerns in relation to the below, need to be noted and explored further:
  - The need for additional resources to enable the provision of extra activities and facilities;
  - The need to ensure that youth service activities are adequately communicated / publicised; and
  - The need to explore ways of improving the relationship between young people, the police and other agencies (helping each side to better understand each others perspective).
- g) That cuts to preventative youth services, as part of future budget processes would be unwise and, should be avoided at a costs given the pressure this will place on specialist services in the longer term, when the needs of young people are not met at the 'soft end' of service provision.

## 12. RECOMMENDATIONS

12.1 The Children's Services Scrutiny Forum has taken evidence from the Council's Child and Adult Services Department and Members of the Public to assist in the formulation of a balanced range of recommendations. The Forum's key recommendations to the Cabinet are as outlined below:

- a) That officers be commended on the provision of detached and targeted youth work in Hartlepool;
- b) That the provision of a larger youth bus on a shared (time) basis with partner organisations / bodies be explored (e.g. the PCT);
- c) That there is no 'one size fits all' method of providing services and as such, consideration needs to be given to how services can be provided for young people that simply wish to 'chill out' with friends in an environment where they are not moved on by other agencies;
- d) That as a means of developing the working relationship and routes of communication between young people, the police and other agencies, the introduction of informal 'get-together's' to enable both sides to come to a better understand each other be explored;

- e) That in the changing economic climate, ways be explored to encourage partner organisations / bodies and the wider community to support the provision and development of services that are sustainable beyond any possible budgetary cuts; and
- f) That ways of improving the advertising of youth services be explored further, including the use of advertising space in and on Council property or buildings.

### 13. ACKNOWLEDGEMENTS

- 13.1 The Forum is grateful to all those who have presented evidence during the course of the scrutiny review. We would like to place on record our appreciation for all those witnesses who attended the Forum. In particular the Forum would like to thank the following for their co-operation during the scrutiny review:-

Hartlepool Borough Council:-

Peter Davies, Principal Youth Officer;  
Steve Sproston, Senior Youth Worker;  
Andrew Hebron, Youth Worker;  
Beth Storey, Youth Development Officer / Operations Manager;  
Sue Johnson, Assistant Director, Child and Adult Services;  
Teresa Driver, Team Leader; and  
Linda Wood, Team Leader.

External Representatives:-

Leigh Caine, Barnardos (The Fast Team)  
Anita Duffy (Child Deaf Youth Project);  
Sam Minton (Salaam Centre);  
Tammy Countnell (Teenage Pregnancy Group);  
Sarah McCluskey, Lesbian, Gay, Bi-sexual and Transgender Group (LGBT).  
Young People / Service Users:

- Samaira Hussain;
- Asya Akram;
- Angeline Malik;
- Zobia Najib;
- Jordan Naylor;
- Mathew Black;
- David Tindale;
- Tommy Measor;
- Stacey Newton;
- Ryan Holroyd;
- Josh Buckley;
- Sarah Dawson;
- Amy Hunter; and
- Jaydean Oliver.

**COUNCILLOR JANE SHAW  
CHAIR OF THE CHILDREN'S SERVICES SCRUTINY FORUM**

**APRIL 2010**

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**BACKGROUND PAPERS**

The following background papers were used in preparation of this report:-

- (a) Hartlepool Youth Service Operation Plan 2009/10  
[http://www.hartlepool.gov.uk/downloads/29.07.09\\_-\\_Children-s\\_Services\\_Portfolio\\_Agenda\\_1\\_.pdf](http://www.hartlepool.gov.uk/downloads/29.07.09_-_Children-s_Services_Portfolio_Agenda_1_.pdf)
- (b) Youth Matters: Next Steps – Something to do, somewhere to go, someone to talk to  
[http://www.dcsf.gov.uk-everychildmatters-\\_download-id=3287.url](http://www.dcsf.gov.uk-everychildmatters-_download-id=3287.url)
- (c) Department for Education and Skills (March 2006) *Youth Matters: Next Steps – Something to do, somewhere to go, someone to talk to*, Available from: [http://www.dcsf.gov.uk-everychildmatters-\\_download-id=3287.url](http://www.dcsf.gov.uk-everychildmatters-_download-id=3287.url) (Accessed 12 August 2009)
- (d) Department for Education and Skills (July 2005) *Somewhere to go? Something to do?*, Available from: <http://publications.dcsf.gov.uk/eOrderingDownload/1612-2005PDF-EN-01.pdf> (Accessed 12 August 2009)
- (e) Youth Matters – Green Paper (July 2005), Available from: <http://publications.dcsf.gov.uk/eOrderingDownload/Cm6629.pdf> (Accessed 13 August 2009)
- v) Hartlepool Youth Service Operation Plan 2009/10, Available from: [http://www.hartlepool.gov.uk/downloads/29.07.09\\_-\\_Children-s\\_Services\\_Portfolio\\_Agenda\\_1\\_.pdf](http://www.hartlepool.gov.uk/downloads/29.07.09_-_Children-s_Services_Portfolio_Agenda_1_.pdf) (Accessed 13 August 2009)



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14 October 2009

Ms S Johnson  
Assistant Director (Planning and Service  
Integration)  
Children's Services Department  
Civic Centre  
Hartlepool  
TS24 8AY

Dear Ms Johnson

**Ofsted survey inspection programme – the impact of integrated youth support**

Thank you for your cooperation and hospitality, and that of the staff and young people we met, during our visit to Hartlepool on 22 to 24 September 2009 to evaluate the impact of integrated youth support.

The visit provided valuable information which will contribute to our national evaluation and reporting. The published report will list the names of the contributing local authorities and we may feature individual case studies. Where this is the case we will consult with the respective local authorities. This letter will not be posted on the Ofsted website.

The evidence used to inform the judgements made included interviews with officers and staff, discussions with young people; focus groups with partner agencies; and scrutiny of documentation. A small sample of work was visited including individual guidance and support sessions, open youth work, youth projects, and more formal work with schools.

**The impact of integrated arrangements on the range and quality of young people's learning and development, through participation in youth work and positive activities in the community is good.**

- In the small sample of work seen, the overall quality of learning and development was good with some outstanding aspects.
- In the most effective individual guidance sessions, through for example the Youth Offending Team (YOT) preventative work, young people with complex difficulties learned the essential skills of handling relationships, getting to the root of their own problems and planning their next stages.
- Much of the open community-based youth provision is engaging young people from more disadvantaged communities well and on a regular basis. The provision also succeeds in attracting a broader cross section of young people more generally through, for example, youth award schemes.
- Practitioners from across all aspects of youth support delivery display a good balance of support and challenge in their work with individuals and groups.

- Some young people and workers commented negatively about what they perceived as a blanket emphasis on issues on such as drugs, sex and relationships, and alcohol education. Practitioners sought not to diminish the importance of such issues but to tackle them on a needs basis and through their relationships with young people.
- There have been obvious efforts and new resources to provide more 'positive activities' for local young people including extending weekend opening hours, creative use of buildings, mobile provision and drawing on the voluntary and community sector. Good use is made of youth centres for a range of purposes. Promoting a greater range of 'positive activities' has been hindered by difficulties in engaging sufficient staff and low uptake for some activities. Wider council services, such as sports development and extended services, form part of this collective response. Those schools which readily make weekend and evening sports facilities available also support the 'positive activities' drive well, but not all are equally accommodating.

#### **Targeted support is good**

- Targeted support builds on a range of successful initiatives and strategies which have contributed to good overall improvement over a period of time. For example, the number of pupils excluded from school and the number of young people who are not engaged in employment education or training is falling. The approach adopted reflects the principles and practice of integration well. A good level of trust, pragmatism and a strong sense of ownership is evident among partners.
- The 'Team Around the Secondary School' (TASS) represents the area's major delivery strand of targeted youth support. Full introduction of TASS has yet to be achieved. Representation by key agencies at the TASS visited was excellent and those schools currently engaged have committed time and resources to its operation. The model has enabled earlier intervention and referrals, enabling young people to re-engage with their education, aided information sharing and brokered new possibilities for support among agencies.
- The role of the 'lead professional', responsible for facilitating packages of support for young people, is also at a formative stage. Evaluating its impact is rightly considered a priority.
- The Common Assessment Framework is identified as a key mechanism to assess needs and refer accordingly. While a training programme has been provided for staff, many are not confident in its application or sufficiently clear about its purpose.

#### **The progress made by the local authority and its partners in developing an integrated approach to youth support is good.**

- Delivery arrangements are premised on maximising discrete but linked services and are well defined. For example, police officers and youth workers work in a planned and complementary manner. YOT workers concentrate efforts on preventive activities as well as enforcement, and Connexions personal advisers

know when and where to refer young people. However, a minority struggle to demonstrate the necessary level of understanding and skills required for effective multi-agency work in what the local authority considers to be a broader professional remit.

- Practitioners have a good and detailed knowledge of young people's needs and of their achievements. They use detailed case studies to good effect and are objective about the progress made within their respective projects.
- Managers have instigated a timely mapping exercise of the workforce development needs of front line practitioners, leaders and managers. Research on the same theme commissioned through Teesside University has provided useful and timely recommendations.
- Operational and strategic level plans do not take sufficient account of the increasingly multi-agency context within which services operate. Practitioners express a desire to agree published shared and collective targets against which partners and practitioners can measure progress.
- Young people, staff and managers are making a joint and concerted effort to improve the public image of young people and recognise their achievements through events and positive engagement with the local press.

**Young people's active involvement in shaping decisions at a local level is outstanding**

- Youth participation is mature and embedded well. Young people contribute responsibly to strategic developments, scrutinise grants and determine expenditure. They have opportunities to monitor the quality of activities and are enabled to influence the design of their local neighbourhood projects. While the approach adopted is broad based, a strategy is apparent.
- The Children's and Young Peoples Plan clearly identifies the views of young people on a range of issues. These help determine the policies and strategies flowing from the plan and are reflected in the work of youth support services.
- The membership of the various decision making groups are periodically refreshed to attract new members, including those from minority groups.

**The contribution of integrated support arrangements to broader strategic priorities for improving outcomes for young people is good.**

- Local authority departments are contributing to, as well as gaining from, youth participation. Youth groups responsible for expenditure have their work audited by, and receive support from, the finance department. The active involvement by a local authority architect in the provision of a new skateboard facility helps ensure that the council is responsive to what young people want, but also enables young people to learn about processes such as procurement, contracts, health and safety and community consultation.
- Officers cooperate well and adopt a sufficiently critical and forward-looking role.
- Good working links exist between the statutory and voluntary youth sectors with new commissioning protocols beginning to emerge. The voluntary sector's capacity is hampered by short-term funding cycles and an underdeveloped

infrastructure, often creating recruitment difficulties or leading to experienced staff moving to the more stable employment provided elsewhere.

Areas for improvement, which we discussed, include the need to:

- continue to review and monitor the detailed working of the TASS
- ensure that quality assurance arrangements are sufficient in identifying weaknesses in new and emerging systems
- encourage maximum use of school-based sports and community facilities
- consider the usefulness of an area-wide integrated youth support plan.

I hope these observations are useful as you continue to develop integrated youth support arrangements.

Yours sincerely

**Tony Gallagher**  
**Her Majesty's Inspector**

## Appendix B

Date of Visit and Location	Councillor	Question	Comments
<p><b>17 November 2009</b></p> <p><b>King Oswy Drive, St. Hild's School</b></p> <p><b>(Youth Bus Only)</b></p>	<p>(i) Cllr Simmons</p> <p>(ii) Resident Rep. Joan Steel</p>	<p>What were your initial impressions of the detached service on offer?</p>	<p>(i) Very impressed – provides a much needed and well used resource for young people in the area.</p> <p>(ii) Very cramped but relaxed, cheerful and welcoming. The young people did not resent visitors as I had expected, but were quite willing to chat. Respect for the Youth Workers.</p>
		<p>If you spoke to staff, what information did they tell you about the quality of service on offer?</p>	<p>(i) The service is well used by young people, with more than 20 individuals per week participating.</p> <p>(ii) They seem proud of their achievements. They offer a range of activities aimed at the interests/information needs of their members and a wide range of residential week-ends and activity days within the area. They are constricted by the lack of space and storage within the bus.</p>

Date of Visit and Location	Councillor	Question	Comments
<p><b>King Oswy Drive, St. Hild's School</b></p> <p><b>(Youth Bus Only)</b></p> <p><b>*Continued</b></p>	<p>(i) Cllr Simmons</p> <p>(ii) Resident Rep. Joan Steel</p>	<p>If you spoke to staff did they offer any suggestions for improvements?</p>	<p>(i) The young people expressed a wish for a bigger bus with real TV and a small kitchen facility.</p> <p>(ii) A bigger bus!! Preferably a double Decker. A current members' activity is the design of a larger vehicle to include a communal area which will seat more than the 3-4 as in the present one (young people especially young adolescent males need space as they grow into their bodies!) A kitchen area with a micro-wave and cold drinks storage area. A toilet was also requested by members.*</p>
		<p>If you spoke to young people, what were their thoughts about the service they were accessing?</p>	<p>(i) They need a bigger bus with toilet facilities. "a warm space"; "keeps me off the streets"; access to sex education (and other educational/personal development) and condoms</p> <p>(ii) They have an ownership attitude to their bus. Will participate in small games activities and projects if they find them interesting. Undemanding about a greater range of activities, they see the bus more as a social centre.</p>

Date of Visit and Location	Councillor	Question	Comments
<p><b>King Oswy Drive, St. Hild's School</b></p> <p><b>(Youth Bus Only)</b></p> <p><b>*Continued</b></p>	<p>(i) Cllr Simmons</p> <p>(ii) Resident Rep. Joan Steel</p>	<p>If you spoke to young people did they offer any suggestions for services that were currently not being provided, but which would be appreciated?</p>	<p>(i) Most of the youngsters were happy with what is already provided, but a wish for a bigger bus was mentioned several times.</p> <p>In conclusion the staff clearly had a very good relationship with the young people, quietly challenging inappropriate behaviour on the rare occasions it was displayed and offering friendly and non-intrusive intervention when they felt it to be appropriate. We were received very well by both the staff and the youngsters and we were both made to feel very welcome. The young people had made a few successful bids for funding for their activities during the year and were keen to discuss their success.</p> <p>(ii) Staff opened up the question of bigger premises but the young people were very explicit about this need. Did not feel 'short-changed' in any way compared to centre-based youth work. See* above.</p>

Date of Visit and Location	Councillor	Question	Comments
<p><b>King Oswy Drive, St. Hild's School</b></p> <p><b>(Youth Bus Only)</b></p> <p><b>*Continued</b></p>	<p>(i) Cllr Simmons</p> <p>(ii) Resident Rep. Joan Steel</p>	<p>Please detail any other information from your site visit experience that you think Forum Members would be interested in hearing about.</p>	<p>(i) No comment.</p> <p>(ii) Evidence of social issues projects followed by the young people were on posters in the bus e.g. STI (socially transmitted infections) – how to detect, avoid and treat them.</p> <p>Evidence of their project was restricted by the display space available.</p> <p>Work against racism had culminated in the production of a linen shoulder bag decorated with slogans and sketches.</p> <p>We were presented with a bag on condition that it was used and shown to other members of the Forum – how's that for pride in what you've achieved!</p>
<p><b>25th November 2009</b></p> <p><b>Town Centre detached Youth Work</b></p>	<p>Resident Rep. Joan Steel</p>	<p>What were your initial impressions of the detached service on offer?</p>	<p>Dedicated workers fully committed to detached work.</p>



Date of Visit and Location	Councillor	Question	Comments
<p><b>Town Centre detached Youth Work</b></p> <p><b>*Continued</b></p>	<p>Resident Rep. Joan Steel</p>	<p>If you spoke to staff, what information did they tell you about the quality of service on offer?</p>	<p>Staff talked about the young people they meet regularly and relate to. They were accepted by young people in very relaxed, even casual manner, but always with respect. It was apparent that they are trusted, as shown by the fact that the young people give their names and addresses - having first established why they were wanted.</p>
		<p>If you spoke to staff did they offer any suggestions for improvements?</p>	<p>Only in the surroundings in which they work in the Skate Park at Mill House. Repairs to existing lighting and increased lighting would help to identify trouble-makers in the groups of different cultures who use the facilities.</p>
		<p>If you spoke to young people, what were their thoughts about the service they were accessing?</p>	<p>Non-skaters use the park as an outdoor youth club. They were vehement in their need for improvements to the skate park which appeared rather scruffy and neglected. "More benches, an overhead heater, repairs to non-functioning lights and increased lighting to eliminate a 'blind spot' for cameras. Take wall down and provide space for social users."</p>

Date of Visit and Location	Councillor	Question	Comments
<b>Town Centre detached Youth Work</b>  <b>*Continued</b>	Resident Rep. Joan Steel	If you spoke to young people did they offer any suggestions for services that were currently not being provided, but which would be appreciated?	Seemed quite happy with their detached workers and accepted them easily. They were very concerned about the 'blind spot on cameras' particularly as only 3 nights ago an older man " about 30 who was on poppers" had taken the bike of a youngster and rode off with it.
<b>Mill House</b>  <b>(Youth Bus Only)</b>	Cllr Shaw	What were your initial impressions of the detached service on offer?	Very good!
		If you spoke to staff, what information did they tell you about the quality of service on offer?	What's on offer, information etc, for all young people.
		If you spoke to staff did they offer any suggestions for improvements?	New bigger bus. Could have multi uses (partnership working and day and night uses).
		If you spoke to young people, what were their thoughts about the service they were accessing?	Good Place to go (can join I if you wish to get good advice and someone to talk too.

## Appendix A

Date of Visit and Location	Councillor	Question	Comments
<b>Mill House (Youth Bus Only)</b>  <b>*continued</b>		If you spoke to young people did they offer any suggestions for services that were currently not being provided, but which would be appreciated?	Bigger bus and more outings.