

## Annex A – Covering Template for Responses

Please complete the attached cover sheet when sending evidence, indicating the set of questions to which a response is being provided and contact details of the person for any follow-up queries.

Contact details for respondent	
Name	
Job title	Policy & Parliamentary Officer
Do you represent an organisation?  (if so, name of organisation and type: e.g. voluntary, public body, private company).	4Children, (4Children is a national children's charity and voluntary sector organisation)
Postal address	City Reach 5 Greenwich View Place London E14 9NN
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	Which area of the review are you responding to? (please mark X)
Prevention strand	X
Review of disabled children	
Strategy for youth services	X
Review of high cost, high harm families	

## Response Summary:

*The 21st century is set to be 'the era of universal early education and childcare for all children in Britain'. Gordon Brown, HM Treasury Spending Review, 2004*

4Children welcomes this Joint Review by the Treasury and DfES and are pleased to have the opportunity to contribute to it using our experience, knowledge, evidence and research of the sector in this submission. We also welcome the contribution from other organisations, particularly those with focus on disabled children and families – as we will focus on our area of children and young people.

In summary, we commend the investment made by this Government since 1997 in childcare and early years but believe that given the low base from which the policies started, there is still a long way to go and that additional significant investment is needed to meet the Government's own commitment of enhanced guarantees on quality, availability, affordability and choice.

### **Prevention:**

- **Spending on childcare and early years to increase to 1.08% of GDP**

Following on from our Childcare Commission in 2001 our research paper "*Realising the Childcare Revolution*" concludes that delivery of the Government's own commitments, with enhanced guarantees on quality, availability, affordability and choice, will require spending to increase to £13 billion by 2010/11 (1.08% of GDP).<sup>1</sup>

- **Further major investment in Children's Centres and Extended Schools both to meet existing targets and ensure ongoing sustainability**

The successful roll-out of both Children's Centres and Extended Schools depends on the quality of the workforce and the sustainability of the provision. Both are ambitious programmes and must be sustainable in the long-term.

- **A Transition Fund:**

We outline numerous initiatives which, if put into practice universally, would help to prevent children and families requiring additional, more complex interventions later in life. However, we believe that Local Authorities are unable to meet both their statutory duties under the Children Act 2004, Childcare Act 2006 and the proposals within the Education and Inspections Bill to address universal preventative initiatives without additional funding.

A Transition Fund would enable them to meet their obligations on both counts – particularly extending their ability to invest in universal and targeted preventative policies.

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<sup>1</sup> "*Realising the Childcare Revolution – The Childcare Commission five years on ...gains and challenges*", 4Children, 2006

- **New funding for outreach to vulnerable families to complement the above**

Universal services will be meaningless without the effective outreach to vulnerable families. We propose using health visitors more extensively, ensuring that they have the training they need to undertake new responsibilities effectively.

- **Parenting Support**

Changes in family and working life places new challenges and pressures on parents and families in the 21<sup>st</sup> Century. Public policy must adapt to these circumstances, recognising that many parents would welcome parenting support, advice and recommendations to deal with their children's behaviour and cope with the pressures of modern life.

- **Evidence from early interventions**

Throughout our submission we have included examples of numerous studies, which provide evidence of their significant benefits and, strikingly, their long term cost effectiveness. We urge this Review to consider these examples, and provide funding to roll-out such programmes and initiatives more extensively in the UK.

### **Strategy for Youth Services:**

- **4Children's Make Space 10 Key Issues for delivering solutions for young people.**

Our Make Space Youth Review, launched in July 2006, calls for more investment in youth services to meet our *10 Key Issues*. If implemented, we believe that these *10 Key Issues* will meet the needs of children and young people, as set out in Youth Matters and Every Child Matters agendas.

- **Evidence from national and international studies.**

Extensive evidence of after-school and youth support programmes from the USA, particularly targeted intervention, helps to deter vulnerable young people from negative influences and supports their educational achievement. In particular, investment at this stage of schooling has been effective in reducing crime.

- **The Make Space Model**

4Children's campaign for young people, Make Space, provides a model, which we believe, is the way forward to ensuring both universal and targeted support for all young people. With the right investment, this intervention can reduce spending in other areas and reap many rewards.

- **Investment in new integrated centres for young people**

We propose a £192 million programme of development of integrated centres for young people including a recommended investment of £2 million in the evaluation of these programmes, and the effectiveness of their workforce and outcomes for young people.

## About 4Children

4Children is a national children's charity which aims to create and support opportunities that enable all children to fulfil their potential, and all parents to access the support they need. The organisation aims to place children at the centre of policy development and service delivery, matching community support with family needs; building a better future for every child.

The organisation has led the lobbying for, and development of, childcare and out of school activities over the last twenty years supporting a major growth in childcare places and now Children's Centres and Extended Schools. 4Children will build on these achievements to ensure that all children and families get the support they need in their community.

More than anything, 4Children is about making a difference – about identifying issues and about devising and delivering solutions. It is also about change – about refocusing services onto the needs of children and their families, about bringing fresh thinking to old problems. From our continued support of childcare, Children's Centres and extended schools to broader specialist support; for the reform of children's and youth services 4Children is at the cutting edge of the children's sector working with local authorities, development agencies and the business.

With 20 years' experience operating in the children and young people's sector, we are pleased that the integrated model of childcare and early years' provision which we have long called for, is being rolled out nationally, and that we will be delivering on the ground the services for babies, children, young people and families which we have advocated for so long.

Our approach to delivering support for children, young people and families has 3 core planks:

- 1) A commitment to integrated universal services which also embrace targeted support
- 2) The belief that prevention should come before cure - early intervention with on-going support is the way forward; and
- 3) Providing a continuum across the age range, supporting from the very youngest children to teenagers and young adults.

Our aim is to ensure that all children, aged 0-18, and their families benefit from community-based services throughout their childhood, empowering them to realise their potential and aspirations.

4Children have a number of key strands of current activity which particularly inform our response:

- The development and delivery of 4Children Children's Centres, with the first, "**Carousel Children's Centre**", opening in May 2006 in Braintree, Essex. The next centre will open in Leeds in January 2007 and over the next 2 years, we will be opening 7 further centres in partnership with local authorities around the country.

- **Consultancy 4Children**

4Children provides a consultancy service offering authoritative advice and strategic support to help turn policy into practice. 4Children works closely with a number of government departments, including the Treasury, Department for Education and Skills (DfES) and Department of Health on strategic planning and development and many local authorities around the country.

- **Delivering childcare and extended schools**

4Children is also commissioned by the DfES to provide support for the delivery of childcare in and around schools and also the innovative Fast Track strategic intervention and roll-out support to local authorities, and to support the childcare and extended schools strategy.

- **Delivering Make Space support for young people**

Make Space is a dynamic campaign run by 4Children and supported by the Nestlé Trust. The campaign supports the development of a network of contemporary clubs for young people aged 11-16 across England. Working with local clubs, schools, local authorities and national organisations, we listen to young people and work towards meeting their needs.

- **Research, and policy development**

4Children undertakes a wide range of research and policy development on issues around children, young people and families.

## **About Make Space**

The Make Space model is about creating spaces in communities for young people that they have ownership and control over. Make Space clubs can provide young people with modern and accessible facilities outside of school hours – where they can catch up on home work, meet their friends, get involved in activities, and stay safe – but their impact can be much wider than this. The clubs also act as physical and virtual centres from which young people are able to access a wide range of information and advice, as well as other supportive services and activities.

Make Space offers a range of support services to out of school clubs for young people, including a free membership scheme, information, events and good practice advice, and a range of exclusive activity programmes.

- **Making the case for a better offer for all young people**

As well as supporting provision locally, Make Space undertakes vigorous lobbying activities with the objective of achieving high-level support for the campaign within government, in the media and across the political spectrum. We have also undertaken a range of research projects looking at youth provision in this country, including a comprehensive youth service audit.

To meet our objective of 3,000 Make Space clubs by 2010, substantial input will be required from central and local government. Make Space clubs have a pivotal role to play in supporting and delivering key Government objectives for young people, parents and communities.

Make Space provides a positive framework in which to deliver these objectives, offering high quality opportunities for young people and putting them in the driving seat. Young people are also supported in their own personal social development with particular help and intervention for those who need it most.

To draw attention to the benefits that will accrue to society (and in particular young people) Make Space undertakes a wide range of information and lobbying activities, including policy conferences, research, advertising, PR, party conference fringes and regular mailings to MPs.

- **Make Space Youth Review, July 2006-June 2007**

In July 2006, Make Space launched a Youth Review – an inquiry into the offer to young people in the UK today.

The Youth Review will approach young people directly, to uncover their real aspirations and the challenges that they face in their everyday lives; from friends and family to their community, education to ASBOs, health and wellbeing to employment. The Youth Review will use original research, best practice and international evidence to debate and propose solutions to these challenges. For the first time young people will be asked to play an active role in identifying their needs and defining the answers.

Over the next year, the Youth Review will gather important evidence from a wide and disparate cross-section of the community, from Government and policy makers to community leaders, parents and young people. The Review will make clear recommendations for how we can offer a better deal for teenagers in this country. It will debate crucial topics such as how young people can be supported, as they develop to become healthy and successful adults.

- **What is a Make Space Club?**

Each Make Space club is unique – there is a wide range of places and environments that can form the basis for this kind of provision. Some clubs are small and others large-scale operations. They may be based in rural, urban or suburban areas and housed in various settings including schools, community centres or purpose built accommodation. Clubs may be run in different ways, for example as charities, by local authorities or, in some cases, as small businesses. However, all Make Space clubs share the same ethos and elements. These are defined in the Make Space core criteria:

A Make Space Club:

- Is a dynamic and contemporary out of school hours facility for 11-16 year olds;
- Provides a safe and accessible environment appropriate to young people;
- Is based around a chill-out space where young people can relax, meet their friends and enjoy their leisure time in comfortable surroundings;
- Has a quiet space where young people can access computers and the Internet, study, or read in peace;
- Offers an activity space, or access to local facilities, providing young people with a range of sporting, arts and other opportunities;
- Is consultative, with mechanisms in place to involve young people in all aspects of their club.

In addition, Make Space clubs work towards:

- Opening regularly after school from 3.45 p.m. until 9.00 p.m. for young people aged 11-16;
- Providing advice for young people of personal relationships, social and health issues;
- Developing a membership scheme for access to the club;
- Implementing a fee structure to support the sustainability of the club.

Our research shows that 8 of 10 teenagers and their parents support the demand for Make Space style provision

**Additional current activities undertaken by Make Space which inform this review include:**

- **A one year evaluation of the benefits to young people from the integrated youth offer. The evaluation is being undertaken by Leon Feinstein at the Institute of Education**
- **The development of a quality assurance scheme for Youth provision Aiming Higher**
- **The piloting of a strategic approach to delivering an integrated youth offer with 5 local authorities**

For more information on any aspect of the above please contact Peta Cubberley at 4Children.

## **Annex B1: Terms of reference for the Children and Young People's Review (prevention strand of review)**

### Objective:

**To identify how services for children and young people from 0 to 19 and their families can build on the three principles identified in *Support for Parents, the best start for children*<sup>2</sup> – rights and responsibilities, progressive universalism and prevention - to improve outcomes for children and young people.**

*"A policy that promotes universal and high quality day care is a double winner. It equalises life chances and it supports mothers' employment – which yields an important equality dividend."*  
Gosta Esping-Andersen, *The New Egalitarianism*, 2005

- **What should be the role of universal services in providing access to protective and preventative support, risk assessment and referral?**
- **How can targeted and specialist services intervene earlier to address problems before they become acute?**
- **How can the impact of intervention to prevent children, young people and families with complex needs repeatedly moving in and out of contact with targeted services be sustained?**

### **Sure Start, Children's Centres and Extended Schools**

4Children has long welcomed and has been a key supporter of the Government's Sure Start programme, and its commitment to focusing high levels of resources on children and families in the most disadvantaged communities in the country. We recognise the many benefits to children and parents that the integrated services on offer have provided them.

We support the government's commitment to roll-out 3,500 Children's Centres and all schools to have extended services 8am – 6pm by 2010. We believe that the long term effectiveness of such programmes depends on being perceived as mainstream provision for "normal" families, rather than as rescue services for "problem" families. The perception that using such services will be seen as a sign of failure can itself be a barrier to their effectiveness. Research for the ippr in 2003 found that *"...most parents are crying out for more support but dare not voice their concerns for fear of being labelled as failing. This strengthens the case for universally available services, rather than the target approach on "problem" families which the Government has pursued to date.*"<sup>3</sup>

### **Social Exclusion Unit – Action Plan**

4Children commends the Government on its recent commitment to tackle social exclusion and welcome the acknowledgement that providing the earliest support possible for the most vulnerable children and families in our society is the most effective way of increasing their life chances and overcoming disadvantage.

The report *"Reaching Out: An Action Plan on Social Exclusion"* builds on the extensive groundwork of Sure Start and Children's Centres which provide the potential for joined

<sup>2</sup> HM Treasury and Department for Education and Skills (2005) *Support for Parents: the best start for children*.

<sup>3</sup> *"Improving Support during Pregnancy and the First 12 Months"*, ippr, 2003, Liz Kendall & Lisa Harker - quoted in The Guardian "Parents need help", 4 June 2003

up support for all families from pre-birth to five and beyond. We agree that only by closer liaison and engagement with other agencies, can we provide the kind of outreach that vulnerable families need.

The Social Exclusion Unit is right to focus on the early years. Consistent evidence (outlined in more detail throughout this submission) shows that effective early intervention offers vulnerable children a real chance to reach their full potential. This is why the roll-out of Children's Centres nationally, is so vital to these aims.

**However, while vitally important, high quality early years provision is not a panacea and universal support for children throughout their childhood to teenage and young adult years is also important. High quality early years education simply provides a firm foundation to build upon, but many children and families will need more support along the way.**

### **Health Visitors and Outreach**

We support the Government's proposals to take universal provision further by working with existing networks of health visitors. Research by the organisation for single parents One Plus One found that for many mothers with young children, the health visitor or midwife is the most trusted person with whom the mother comes into contact. There is no stigma attached to a mother talking to a health visitor about her child's well being, and openness can provide an opportunity raise other issues such as relationship pressures; provided that the health visitors themselves feel confident and competent to respond appropriately.

**An expansion of the system would require serious investment and training for health visitors, but must be worth additional investment to enable this successful intervention to flourish.<sup>4</sup>**

### **Parenting Challenges**

Family life and communities have changed dramatically over the last 20 years. Family structures in the UK today are diverse, with an increasing number of children and young people living in step-families, and 25% of children and young people living in lone parent households. We know that 67% of all mothers and 90% of all fathers who have dependent children go to work, and that UK workers work the longest hours in Europe – affecting the amount of time parents can spend with their children. With many families living and working far away from close relatives, such as grandparents or siblings, traditional support networks are increasingly unlikely to be available and mothers and fathers are left to 'parent' on their own.

One only needs to see the explosion of 'parenting' programmes over the past few years to realise that there are many parents struggling with raising their children, parenting and family life. *'Little Angles'*, *'House of Tiny Tearaways'*, *'Supernanny'* and *'Driving Mum and Dad Mad'* all address the same problems – badly behaved, disruptive and often violent children and parents who do not know what to do and who are failing to cope. With the support of a child psychologists and behaviour experts, these programmes show how advice on 'tips and tricks', techniques and attitudes can help significantly to improve behaviour and family life. These interventions can, and do, change the future prospects for such families, strengthening the relationship between the parents and their children, and improving behaviour and the parents' ability to manage their children's challenging behaviour – or even changing it completely.

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<sup>4</sup> Children, the Family and the State – A Liberal Agenda, Steve Webb & Jo Holland 2004

Following the introduction of Parenting Orders in the Anti-Social Behaviour Act 2003, the availability of parenting classes to struggling parents has shown early successes. The Youth Justice Board's own research into the attitudes of young offenders found that young people "*continue to say that the views of their parents are the most significant deterrent to their offending.*" It went on: "*this indicates that positive parenting remains a powerful influence over young people...*".<sup>5</sup> After the classes, parents felt that they had built better relationships with children and were better able to cope with parenting. Nearly all said that the programme was helpful and more than nine out of ten would recommend it to other parents. Strikingly, there was a 50% reduction in recorded offences by their children in the year after the programme.

**This evidence demonstrates the need for building on the provision of 'parenting support', possibly using the local 'hub' of a Children's Centre or Extended School to offer the service.**

**Case Study: "Carousel Children's Centre" Essex**

Only operating since May 2006, the 4Children run "Carousel Children's Centre" in Braintree Essex, provides a joined up location for the local Home-Start programme to provide group support alongside wider services available on the site. Using the Children's Centre as a meeting place for Home-Start families provides an opportunity to increase awareness and extend access to wider services for these families, and their children.

The centre has plans in place to introduce the Webster-Stratton '*Incredible Years*' programme to parents offering emotional support and coaching skills to improve relationships between parent and child. There is much evidence – both national and international - to show the effectiveness of Webster-Stratton initiatives. Again, this will run alongside wider services offering ongoing support but also importantly, alongside targeted referrals if needed.

**4Children believes that Government must continue to invest in and support the development of universal services with linked and embracing targeted services.**

Following on from our Childcare Commission in 2001 our research paper "*Realising the Childcare Revolution*" concludes that delivery of the Government's own commitments, with enhanced guarantees on quality, availability, affordability and choice, will require spending to increase to £13 billion by 2010/11 (1.08% of GDP). We believe that such a commitment will bring considerable long term social and economic benefits – from reduced child poverty to a higher skilled labour market.<sup>6</sup>

**Our research calls for doubling government spending on childcare and early years between 2005-2006 – moving investment to just over 1% of GDP.**

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<sup>5</sup> "Gaining Ground in the Community", Youth Justice Board Annual Review 2002/03

<sup>6</sup> "*Realising the Childcare Revolution – The Childcare Commission five years on ...gains and challenges*", 4Children, 2006

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- **How can rights and responsibilities for individuals, families and communities be integrated into services to improve the lives of children and young people?**

In our Policy Manifesto 2005, 4Children called for focus and space for children as a matter of priority for all communities – particularly in areas of disadvantage. Communities flourish, both socially and economically, if children and families come first and are placed at the heart of community solutions. Local areas prosper when parents are able to support their children, and are able to access work. Communities also improve when children and young people feel a sense of ownership over local spaces and become actively engaged with their community.

We believe that investing in local services can help to regenerate communities by creating a trusted and reliable support base for all children and their families.<sup>7</sup>

We welcome the Government's commitment to the rapid roll-out of Children's Centres and Extended Schools believing that such centres are a base for providing a spectrum of broad and sustainable support – offering parental support networks, health support and a range of other services such as play, sports, arts and community leisure activities within after school hours, including evenings and weekends – the times when families need support most.

Children's Centre and Extended School managers have major opportunities to develop the centre according to local needs and circumstances. It must be accepted that we are only at the beginning of a 'journey' in terms of rolling-out Children's Centres and extended schools nationally. The most effective Children's Centres and Extended Schools will grow organically by consulting with and listening to parents, Head Teachers and teachers, health visitors, GPs, social workers, community leaders and young people.

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- **What would be the impact of more preventative services and early intervention on the life chances of children and young people and on the value for money of public spending on children, young people and families?**

A great deal of evidence exists which concludes that investment in the early years of a child's development reaps extensive benefits in their later life. In the recent report by the ippr (Institute for Public Policy Research), *"Equal Access? Appropriate and Affordable Childcare for Every Child"*, the researchers note,

*'ippr has argued that investment in childcare and early years service should be a priority for anyone interested in achieving social justice.'*<sup>8</sup>

The report goes on to use evidence from Pearce and Paxton (2005) which highlights two key policy drivers – boosting child outcomes and developing a flexible, responsive and equitable labour market – both of which are central to reducing child poverty, improving life chances and promoting social mobility.<sup>9</sup> If this is our aim – to improve the life

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<sup>7</sup> Creating Opportunities, Building Futures, 4Children's policy manifesto - 2005

<sup>8</sup> *"Equal Access? Appropriate and Affordable Childcare for Every Child"*, ippr 2006 (p.5)

<sup>9</sup> *ibid.*

chances of children and promote social mobility of the children in the long term, improving parents' opportunities in the workforce with investment in family and parenting support in the medium term – investment in the early years is vital. This is what 4Children has been pressing for, for many years.

The Perry pre-school programme for disadvantaged African-American children in a depressed area of Michigan in the 1960s found that children going through the program were significantly more likely, by their mid 20s, to be on reasonable incomes, to have their own homes and to have avoided being on welfare than those who did not participate.

One assessment of the Perry programme by Schweinhart et al, suggests that early interventions are effective – and that the benefits do outweigh the costs. They found that the \$12,000 cost per child was more than outweighed by benefits of almost \$20,000 to the participant (mostly in higher earnings in employment) and more than \$75,000 to the rest of society, mostly through reductions in crime, lower welfare payments and higher tax payments on the participant's earnings.

This ratio is roughly in line with those that researchers identified for the Chicago Child Parent Centre.<sup>10</sup>

<b>Supplementary questions posed as part of the 'call for evidence':</b>
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- **What works in reaching out to the most vulnerable families to ensure they are able to take full advantage of service provision, especially in the early years?**

One of the challenges facing Local Authorities is their ability to provide services to those who have difficulty in accessing the services that are available. 4Children believes that Central and local government need to put in place mechanisms to 'reach out', however difficult this may be, even if it means going door-to-door across the Borough. However, this level of outreach will not occur without investment. Increasing evidence shows that this level of 'outreach' may dramatically reduce the need for other, more expensive, interventions in later on.

A wide range of outreach practice is already in place and includes trained outreach workers; information and referrals by health visitors; consultation with community groups and cultural groups to better understand the needs of families in that area (be they religious or language barriers to overcome), advertising and word-of-mouth.

**These approaches need to be mainstreamed around Children's Centres and Extended Schools if access is to be ensured. However the level of specialist services also needs to be in place. Investment again will be crucial if vulnerable families are to get the support they need.**

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<sup>10</sup> "Life Chances and the Early Years: some economic evidence", presentation by Robert Chote, Institute of Fiscal Studies 2003

**Case study: Carousel Children's Centre, Braintree, Essex.**

Word-of-mouth is a useful tool which should be harnessed across all communities. An example from our Braintree Children's Centre shows how positive word-of-mouth information can hugely influence a service or programme on offer. Two groups using the centre have grown with significant success since the centre opened in May.

One group of teenage mums using the centre's childcare provision decided to 'unite' to support other girls in their position, and the group has gone from strength to strength in only a few months enabling other teenagers to access the services available, but previously unknown to them.

- **What evidence is there, of major barriers to developing a preventative system? Are there examples where you have overcome these barriers?**
- **What evidence is available on how funding can be freed up at the acute end of provision to spend on preventative services?**
- **How can we build the capacity of parents, families and communities to shape the design and delivery of services for children and young people?**

*'One of the most effective ways to reduce crime is to prevent young people from getting into trouble in the first place. Extra funding for preventive work is common sense economics. The Audit Commission estimates that preventing young people from offending could save public services more than £80 million a year.'*

Professor Rod Morgan of the Youth Justice Board 2006

*"It [the centre] is something for me to do, something to get away from the drugs. I have got somewhere where I am not going to see the people I used to – all the kids here don't do drugs, they are just nice kids and you get on with them, so you can keep away from all the bad ones. I love it here, it is the best place; if it wasn't here I would still be on drugs that's the truth. I would probably be on heroin by now."*

Girl, 13, Make Space 2004

4Children believes that investment and reform of service provision alongside a robust anti-poverty strategy, is the most effective means to prevent children or young people from becoming involved in offending or anti-social behaviour.

Intervention in the early years is a key aspect of a preventative approach to the welfare of children and young people, but prevention is also of key importance throughout childhood – including primary school age children and young people in their teens. This makes the rollout and support of Extended Schools of particular importance.

However, whilst the Children's Centre and Extended School provide the potential for a dynamic integrated hub of services – including targeted and broader preventative services, they will only reach this potential if they become an active focus of a wider reform of services towards a preventative approach.

4Children's experience is finding that most local authorities are supportive of and committed to a preventative approach but are struggling to make it a reality whilst also fulfilling their statutory duties and commitments towards vulnerable children. Whilst the wholesale reform of services and commissioning arrangements are likely to improve an authorities ability to meet these requirements these changes are long term and incremental.

**4Children believes that there is an urgent need to kick start these changes in a very real way to ensure that preventative strategies are in place and having an impact on the most vulnerable children and young people as soon as possible. The organisation believes that this will only be possible if a Children's Services Transition Fund is created to support local authorities to bridge the gap between current practice and prevention.**

**4Children is recommending that the Treasury consider establishing a Children's Services Transition Fund as an urgent priority. This would build on crucial lessons and work undertaken in funds such as the Children Fund but broaden to wider support across the age range and across a range of services.**

## Annex B3: Terms of reference for the Strategy for Youth Services

### Objective:

To review the current provision of youth services and support for young people with a view to identifying longer term policy directions that will bring about improvements in the life chances of young people.

The key questions the review will address includes:

- **What is the current distribution of youth services and youth engagement activities available across the country? How is that likely to evolve following the Youth Green Paper?**

The Make Space 'The Youth Lottery' research report 2006 provides data on the proportion of local authority spend on youth allocated to 11-16 year olds out of the spend for all young people for each local authority, with the percentage applied to the total youth service spend for each local authority.

The report calculates the average spend on statutory youth services per 11-16 year old in England in 2005-2006 as £61.44p, compared with £71.00 per 13-19 year old calculated by the National Youth Agency Audit for 2003/4. The top spending region is London and the lowest is the Eastern region (below).

### **England - Regional Spend per 11-16 Year old 2005-2006**

<b>Region</b>	<b>Spend per 11-16 year old 2005-2006</b>
East Midlands	£62.91p
Eastern	<b>£42.14p</b>
London	<b>£104.57p</b>
North West	£62.36p
North/N East	£73.41p
South West	£58.28p
Southern/South East	£51.84p
West Midlands	£57.83p
Yorkshire and Humberside	£69.85p
<b>England average</b>	<b>£61.44p</b>

Broken down by local authority, the top spending local authority in 2005-2006 was Islington at £206.18p and the lowest was Barnet at £23.47p. The report's analysis of the spending per local authority in England illustrates that the spend per young person is a post code lottery.

Our research tells us that the development of effective and efficient structures and services for young people is hampered by the competing demands of targeted projects, lack of clarity or cohesion over delivery roles, conflicting philosophies and a lack of a political steer from government.

- **Building on the Youth Green Paper, is there more that could be done to improve and sustain the effectiveness in the delivery of existing services and activities?**

4Children's **Make Space Youth Review**, launched in July 2006 and due to report in June 2007, set out a ten point plan outlining what our experience and research tells us is imperative to investing positively in our young people's development rather than waiting to pick up the enforcement, punishment and remedial costs that result in large part from such inadequate provision.

Unsurprisingly, research by the Institute of Education shows that young people benefit most if the services they use are of high quality. Leisure takes on growing importance in the teenage years and plays a significant part in young people's development. It is also the time when the influence of the peer group grows. The form that teenage social life takes can have significant future consequences. High quality new influences have the potential, to serve as turning points in the lives of young people. Consideration of evidence based interventions needs to be a high policy priority.

*Youth Matters* and *Every Child Matters* set out aspirations for integrated provision. But unless the ten issues outlined below are properly addressed, Make Space believes that the reality will sadly fall far short of the vision.

We need a policy framework that has the capacity to address the public aspects of youth provision – a safe place to meet, sports and arts facilities, and help and advice centres, as well as the private aspects of growing up as a teenager – the family environment and its economic situation.

## **Ten key issues in delivering solutions**

### **1. The need for a coherent agenda**

#### **The need**

A clear, unambiguous direction from Central Government is crucial. Services for young people are hampered by competing demands of targeted projects, a lack of clarity or cohesion over delivery roles, conflicting philosophies and a lack of a political steer from Government.

Government ambitions for joined up services will only occur if these avoidable conflicts and tensions are dealt with.

#### **Delivering a coherent agenda**

***As a first priority the Government must draw up a clear/coherent framework and direction uniting all aspects of youth provision into an integrated whole to address the needs of all young people.***

***Funding streams and targets for youth provision must be united and integrated in this universal agenda. Additional transformation funding will be needed to support local authorities and their partners to reform.***

### **2. The need for a coherent, quality, consistent delivery model**

#### **The need**

*Youth Matters* sets out a positive framework for young people but lacks clarity on what joined up support will look like for young people and how it can be delivered.

Integrated centres can provide the right mix of high quality services and provision for all young people whether delivered through extended school activities, youth clubs or in the community, but integration is in its infancy for most services for young people, meaning that support is patchy and disjointed.

#### **Delivering the integrated model**

***Experience shows that people benefit most when services that support them are joined up. This kind of model needs to become an integral part of the Government's delivery strategy. A pilot programme is urgently needed.***

***Make Space believes 3,000 integrated clubs or centres need to become another vital facility on the community landscape, like a GP surgery or local school. Many centres can be based in and around schools as part of extended schools.***

### **3. The need for more quality places**

#### **The need**

Youth provision is inconsistent and must develop both in the availability and quality of those places to respond effectively to the wide-ranging needs of young people.

Any target to increase provision will fail if there is inadequate quality assurance and inadequate resources to support that level of quality.

Quality in delivery depends on a better trained, professional workforce than current funding permits.

#### **Delivering more quality places**

***Young people's route to adulthood and future life chances is influenced by the type of leisure context they experience and research shows that the quality and structure of provision can make a very big difference. The challenge is to develop learning and leisure programmes that retain their attraction while incorporating the elements of structure that can support positive outcomes for young people.***

***Quality assurance measures must be incorporated from the outset to guarantee delivery of quality places. Higher funding levels are crucial for training to secure a workforce to deliver the quality places needed.***

### **4. The need for accessibility**

#### **The need**

All young people need easy access to quality opportunities and activities but there are few places for young people available today and where they are they have very limited access and opening hours, and are often not open after school, at weekends and during school holidays.

Organisations report that many youth clubs are closing down.

#### **Delivering accessibility**

***Investing positively through universal provision in accessible positive places for all young people will reduce the likelihood of costly specialist remedial support and an alienated young people.***

***Government needs to intervene to establish a major new start up programme for youth provision to create new places, backed up with funding and to be delivered by local authorities to meet local need.***

## **5. The need to involve young people directly**

### **The need**

It is pivotal that young people are directly involved in the development of solutions that respond to their needs, views, wants and aspirations but many young people say that they feel that they are not empowered, and have no great sense of control over and responsibility for their lives.

Without consultation, professionals are second guessing what engages young people and risking costly development of activities that fail to secure their interest.

The desire to put choice in the hands of young people, through plans for Opportunity Cards, while positive, will be limited on its own as it does not address the underlying problem that there is an inadequate supply of quality opportunities and activities of real value for young people.

### **Delivering young people's involvement**

***Consultation and participation with young people needs to become meaningful and part of everyday decision making. Local youth forums and councils for young people need to become part of life in every area with particular consultation around the development of youth provision and services.***

***However with little say for so long, expectations from young people are low. To overcome this Make Space believes that a major high profile youth involvement and consultation process is needed – led by Government with a commitment to deliver.***

## **6. The need to increase the capacity of the youth sector**

### **The need**

Countless opportunities are provided each year by faith, sports and other youth groups, scouting, guiding and other national youth movements and schemes. *Youth Matters* acknowledges there are many examples of outstanding practice. Despite these, the reality for most young people is that there are few places to go that meet their needs. Provision is often time limited or specialised and unable to reach many young people – particularly those who are most vulnerable.

Joined together these opportunities could have the real potential to contribute to creating a rich tapestry for young people in any area. Many groups would like to offer more but are limited by a lack of funds and capacity.

### **Delivering increased capacity**

***The role of the voluntary and community sectors in providing opportunities should be encouraged and facilitated.***

***To achieve this, Make Space believes that a major capacity building programme is needed, backed up by funds from central government and delivered by local authorities. Local authorities will need to include the voluntary and community sectors in their plans – from consultation and planning to integrated delivery.***

## **7. The need to grow an integrated workforce for young people**

### **The need**

Many services are already struggling to recruit and retain staff to work with young people with real concern over salary levels and inadequate funding to train qualified staff.

If opportunities for young people are to increase more quality staff will be needed.

### **Delivering an integrated profession**

***Government must take a lead in growing a high quality integrated workforce for young people. Raising the profile and status of the workforce will be important, backed up by improved training and qualification opportunities and better pay and rewards.***

***A major national recruitment campaign is needed to engage a transformational army of inspirational people, capable of seeing and working beyond the confines of narrow programmes.***

## **8. The need to provide additional support for the most vulnerable young people**

### **The need**

Targeted provision to meet the needs of those most vulnerable will be an essential part of the universal offer.

Existing targeted programmes provide valuable support. Many programmes targeted at those at risk of offending are demonstrating positive outcomes in reducing negative behaviour. However, these programmes are often limited, highly targeted and disjointed. Earlier intervention, joined up responses and ongoing support is crucial.

### **Delivering support for vulnerable young people**

***New integrated support for young people needs to link closely and refer to specialist support, delivering a more preventative approach while still meeting the needs of those at risk.***

***Identifying young people who would benefit from early intervention and preventative work needs to become a crucial part of the system, linking with schools and extended services. Improved learning and understanding of successful approaches to targeted and specialist support is crucial, with a need to link back to ongoing provision in the community.***

***Engaging 'hard to reach' young people will be essential. This must be a key consideration for all universal services – including in and around schools.***

## **9. The need to build on the Extended Schools programme**

### **The need**

Evidence shows the benefits of wider support for children and young people in and around schools, and Government has invested in a major extended schools programme as a result.

The programme is in its infancy with evolving models to suit local need. However there

is much to be done to engage wider youth services to develop provision in schools and this should be a core priority for future developments.

#### **Building on Extended Schools**

***Extended Schools have the potential to act as a base for providing a spectrum of sustainable support and opportunities for young people, particularly during evenings and weekends when facilities are needed most. They could also become the spark for local regeneration – offering parental support networks, training opportunities and health support.***

***Early planning and leadership at every level is required to maximise these opportunities to create dynamic hubs within the community – responding to all young people’s needs and supporting community based opportunities and targeted support.***

### **10. The need for leadership and coordination – nationally and locally**

#### **The need**

Changes of service design and funding of this level will only happen with leadership and coordination from the top – nationally and locally.

Government has created a positive framework and vision for young people within *Youth Matters* but services for young people too often remain a soft policy area unless connected to anti social behaviour or crime with an associated lack of priority and drive at every level.

Research and evidence on positive solutions to support outcomes for young people are often not understood or recognised by senior strategists and managers.

#### **Delivering leadership and coordination**

***Delivering a universal offer to young people has the potential to reunite and reinvigorate communities for everyone, raising expectations and fulfilling aspirations for young people whilst delivering on high level policy outcomes of crime reduction, health improvement, educational achievement and reduction of poverty.***

***A strong national lead is necessary, backed up by a significant and resourced programme of intervention and development. This should be delivered by local authorities as a key and accountable priority.***

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- **What is the national and international evidence on the effectiveness of different types of services and activities in terms of better life outcomes?**

Research undertaken this year “*The Youth Lottery – A Make Space Research Report*” into provision, funding, organisation and availability of youth services in the UK looked overseas for evidence of ‘investing to save’ in terms of out-of-school activities for young people. In many cases, promoting academic achievement of the most disadvantaged is a major aim of the programmes, but the reduction of offending and crime among such

groups is also a major benefit of after school activities. Some examples from across the United States are summarised below:<sup>11</sup>

US Congress has appropriated \$991.07 million for after school programmes in Fiscal Year (FY) 2005<sup>12</sup>. There is evidence from US studies that after school programmes are making a positive difference to the lives of young people. Benefits are most likely to occur for those who face the greatest barriers to achievement (low income students, under-performing pupils etc). Evaluations offer mixed evidence of the contribution of after school programmes to educational improvement. A national evaluation of 21st Century Community Learning Centres found that they had limited impact on academic results but other programmes have demonstrated positive educational outcomes.<sup>13</sup>

A range of programmes offer activities within schools –including a \$1 billion national programme, 21<sup>st</sup> Century Community Learning Centres, and a range of state level programmes, such as the LA’s Better Educated Students for Tomorrow (BEST) programme and New York City’s After School Corporation (TASC) initiative.

Analysts for the After School Alliance programme in California estimated that savings from the programmes are between \$8.80 and \$12.90 for every dollar spent. A significant proportion came from savings to the criminal justice system.<sup>14</sup>

For middle school programmes, intervention research focusing on teens, described outcomes like reduction in substance abuse, drug trafficking, crime, and dropping out of school, as well as increases in conflict resolution and problem solving skills.<sup>15</sup>

The US Programmes (21<sup>st</sup> Century, TASC, Quantum Opportunities, BEST):

i The 21st-Century after school programme now supports after-school programs in around 7,500 rural and inner-city public schools in more than 1,400 communities. Programs operate in public school buildings and offer academic, recreational, and cultural activities during after-school hours. Typically, centres are open 10 or more hours a week, after school, and a third were open 20 hours or more a week. Some are open on Saturdays, and many offer summer programs. Sixty-six percent of host schools are considered high-poverty (at least half their students were eligible for free or reduced-price lunches). Programmes typically were free both for students and parents.<sup>16</sup>

ii New York City’s TASC program saw improved maths scores for children who had participated the most over a two- or three-year period.<sup>17</sup> TASC started in September 1998 by funding 25 after-school programs throughout New York City. Today, working in collaboration with government and private partners, TASC reaches more than 35,000 students and after-school staff and supports more than 200 programs either through public/private funding or training/technical assistance.<sup>18</sup> In New York City, TASC provides quality after school programs at a cost of \$1,500 per year per student. In comparison the cost of keeping a child or teenager incarcerated in a state correctional facility can range from \$80,000 to \$104,000 per year.

<sup>11</sup> All examples below are taken from: “*The Youth Lottery*”, A Make Space Research Report, July 2006

<sup>12</sup> <http://www.ed.gov/programs/21stcclc/index.html>

<sup>13</sup> Dynarski et al (2003) *When Schools Stay Open Late: The national evaluation of the 21<sup>st</sup> century community learning centers program*, US Department of Education

<sup>14</sup> Miller, B. (2003) *Critical Hours: Afterschool programs and educational success*, Nellie Mae Education Foundation

<sup>15</sup> Massachusetts 2020 Federation Nellie Mae Education Foundation P52, Miller, B. (2003) *Critical Hours: Afterschool programs and educational success*, Child Trends

<sup>16</sup> <http://www.ed.gov/pubs/21cent/firstyear/summ.html>

<sup>17</sup> Waldfogel, J. (forthcoming) *Getting It Right: Meeting children’s needs when parents work*; Cambridge, MA: Harvard University Press

<sup>18</sup> <http://www.tascorp.org/programs/sites>

iii The Quantum Opportunities after school programme produced benefits to the public and participants of \$3 dollars for every \$1 spent, without even counting the benefits of reduced crime.<sup>19</sup> The Quantum Opportunities Programme (after school) which ran in Philadelphia, San Antonio, Oklahoma City and Saginaw was forward funded by Ford Foundation at \$1.3 million for 4 years. The evaluation's cost /benefit analysis (Brandeis University, MA) showed that QOP cost \$10,600 per participant over four years and that \$3.68 was gained for every dollar spent if QOP students earned a degree. Even if only one third of QOP college students ultimately received degrees, the benefit ratio was \$3.04 for every dollar spent.

iv The Los Angeles BEST (Better Educated Students for Tomorrow) programme has been linked with better academic outcomes for children who participated the most actively. BEST is a nationally recognized after school education, enrichment and recreation program serving more than 23,000 children with the greatest needs and fewest resources throughout the City of Los Angeles. LA's BEST After School Enrichment Program provides a safe haven for children, ages 5 to 12, at 147 elementary school sites each day during the critical hours after school — at no cost to parents. Established in 1988, LA's BEST is a partnership including the City of Los Angeles, the Los Angeles Unified School District and the private sector.<sup>20</sup>

*See also the outline of the Perry Pre-School Programme in part 1.*

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### **“Nothing to do, and nowhere to go”**

Our own research tells us that 82% of children and young people often get bored due to the lack of things to do and that such boredom was a major trigger for getting into trouble.<sup>21</sup> We estimate that one million young people aged 11-16 years have nowhere to go and nothing to do after school with only one in eight young people in this age group having access to any kind of regular provision after school or at weekends. The lack of appropriate places for young people to meet and socialise means that they not only miss out on positive opportunities for physical and emotional growth, but also the security of a refuge from the risk of committing of being a victim of crime.

At the same time, we know that poverty, academic underachievement, truancy, chaotic family lifestyles and low self-esteem can be catalysts to offending behaviour. Therefore, reducing offending and anti-social behaviour relies on actively addressing its social and economic causes. A robust agenda of service provision and tackling poverty will not end all offending and anti-social behaviour, however, such an agenda will *widen* choice and hopefully offer all children and young people with an attractive alternative to getting into trouble.

4Children believes that integrated provision - bringing together educational support, health, careers and employment advice, alongside positive and fun activities for children and young people - offers an innovative service delivery model. Such a model could be based around Make Space clubs (more detail of which is provided in section 3). More Children's Centres and extended schools providing this integrated service also presents a major opportunity to improve the lives and life changes of many children and young people.<sup>22</sup>

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<sup>19</sup> Fight Crime Invest in Kids New York 2004 [www.fightcrime.org/ny](http://www.fightcrime.org/ny)

<sup>20</sup> <http://www.lasbest.org/>

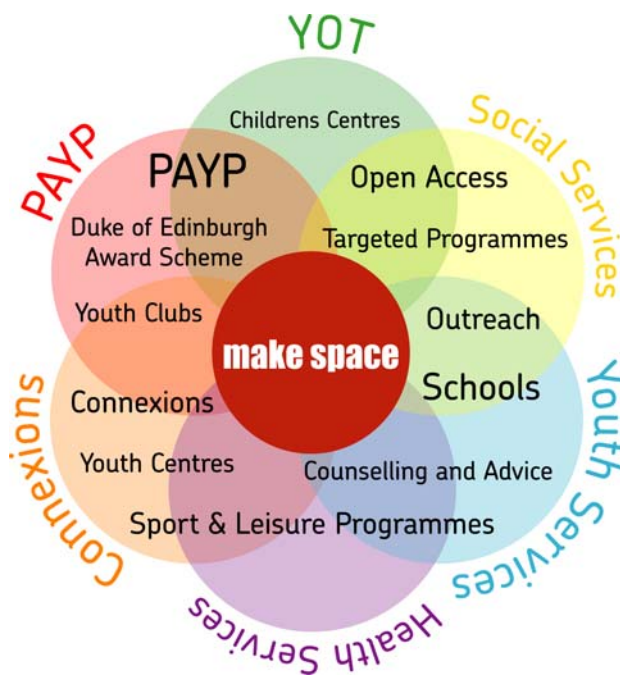
<sup>21</sup> Nestlé Family Monitor – 2002

<sup>22</sup> Response to Youth Justice – The Next Steps, consultation December 2003

- **How can we best combine demand led provision for young people with provision that is planned and structured to have the best impact on outcomes for children and young people?**

We believe that the Make Space model, providing integrated centres – demand led with provision that is planned and structured – is the way forward. Clubs such as these can provide the right mix of high quality services and provision for all young people whether delivered through extended school activities, youth clubs or in the community. The Make Space model is based on the principle of successful youth clubs, which are enhanced by the empowerment and involvement of all young people using them.

The Make Space Integrated services model is demonstrated below.



The table below demonstrates how the core criteria of the Make Space model meets Youth Matters.

Make Space core criteria	Youth Matters links
Chill out space – where young people can relax, meet their friends and enjoy their leisure time in comfortable surroundings.	Empowering young people: things to do place to go. Youth Opportunity Fund and Youth Capital Fund Young people as citizens: Making a contribution
Activity space – offer space or access to local facilities, providing young people with a range of sporting, arts and other opportunities	Empowering young people: things to do place to go. Youth Opportunity Fund and Youth Capital Fund Young People as citizens : Volunteering

Quiet space – where young people can access computers and the internet, study or read in piece	Empowering young people: things to do place to go. Youth Opportunity Fund and Youth Capital Fund Supporting Choices: IAG
Consultation – a mechanism in place to involve young people in all aspects of their club	Empowering young people: things to do place to go. Youth Opportunity Fund and Youth Capital Fund Young people as citizens: Making a contribution Supporting Choices: IAG
Advice and guidance – young people can get support on personal, social and health issues	Supporting Choices: IAG All young people achieving: reforming targeted support

Case studies outlined throughout this submission also illustrate how Make Space supports the Every Child Matters and Youth Matters agenda for young people.

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- **What more can we do to support and enable young people to exert a strong demand side influence on provision?**

Any reform agenda in this area is about improving the lives of young people – the focus is not on meeting the needs of those services and professionals working for and with them. Therefore, placing young people themselves at the heart of the solution is absolutely critical. There is much rhetoric about involving young people in service design and delivery, but we all know this is far easier to talk about than successfully achieve (especially involving those young people who are hardest to reach). However, there are two distinctive points to add here:

Firstly, involvement of young people will fail if it is tokenistic. Done badly, it can actually be detrimental to young people’s attitude to those who exercise power and authority, as well as being extremely costly. There are many examples of good practice in this area, with guidance, training and toolkits produced. One point that is sometimes neglected is that there is a need for young people themselves to be supported to gain the skills and capabilities necessary to successfully advocate, debate and negotiate on their own and their peers behalves. There are a number of ways this can be done, mentoring for instance, but the general point is ‘accessing’ young people, and devising innovative ways to involve them are not the only challenges. Ensuring that they have the skills necessary to take advantage of such opportunities is crucial too.

Secondly, involving young people in service design, delivery and evaluation is vital. However, it is mistaken to think that this can be the main driver for increasing the quantity or improving the quality of services. The Green Paper proposes a shift towards a demand led sector where power (including purchasing power) is put in the hands of young people themselves. This is an attractive idea, which rightly focuses on young people, rather than professionals and services, and the key issue. However, it has two weaknesses. The first is that a demand led approach is unlikely to be the most efficient or effective means to drive improvements. Experience in early years and childcare suggests that, especially in areas of disadvantaged, supply side mechanisms are necessary (in investment and leadership). There are far too many market weaknesses for the youth sector to operate in this way – asymmetries and gaps in information and resources being key amongst them. Young people can though have a powerful role

checking, monitoring and evaluating services to ensure they meet their needs and prompting changes where they do not.

The second weakness in a demand side model is that young people are not all articulate, well resourced, informed, discerning consumers. So to overwhelmingly rely on this to drive improvements would fail in many areas, and where it did succeed would be likely to lead to growing rather than diminishing inequalities. Young people are not adults and we should recognise this – not to undermine their rights but to help them to fully exercise them. Young people need trusted and reliable adults to help them to have their say and develop new services. Make Space puts young people at the heart of the process, but adults too have a key role in helping to set up and run clubs and other facilities. Opportunity Cards, or something similar, could potentially have a useful role in putting some power in young people's hands, but this cannot be seen as being the main driver. Competition may work for leisure or sports services – where there are a range of existing provisions vying for young people's custom. However, it will not be effective where new provision needs to be established or for more specialist, costly or labour intensive services. Ultimately, whilst young people know what they want, this needs to be balanced by what their parents and professionals think they need. Therefore a supply-side approach, with significantly increased resources, must also be a key part of the process.<sup>23</sup>

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- **What would we expect in return from young people – their rights and responsibilities?**

Negative and disruptive behaviour must be challenged and addressed – and a framework of rights and responsibilities is the correct approach. However, the issue of respect must be mutual and two-way, and not a punitive or knee-jerk tactic aimed at garnering headlines or political points in the absence of a concerted strategy to positively and proactively meet the needs of young people. The overwhelming majority of young people acknowledge the need for law and order illustrated in the NSRP study which found that 90% of 11-21 year olds viewed 'obeying the law' as the most central quality needed to be a good citizen.

In addition to a more positive approach and rhetoric from government (and the media), there are practical initiatives and projects which can be built upon to further foster young people's development of life/social skills (effective communication, leadership, decision making, etc). Teaching citizenship in schools, effective school councils, promoting volunteering and community action and involvement in a wide variety of decision making procedures are all ways of harnessing the great potential young people have.

*"Have a say at local steering groups and forums. We have young people represented on the local sports forum to give their views. This could mirror across all areas, i.e. safety and regeneration"* Youth Worker, Make Space & Youth Matters Consultation Questionnaire, 2005

4Children's West Sussex participation project was a successful example of how young people can be engaged in discussion and problem solving around issues affecting them within their community: *"Everyone moans about the teenagers hanging around our estate at night and making loads of noise but they won't put lights down in the park so they could hang around in the park instead"*. Money, Drugs or Fun Report, 2005.

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<sup>23</sup> From consultation response to Youth Matters Green Paper, 2005

By giving young people the opportunity to give their perspective and insight into community issues, local authorities can gain valuable insight into the root causes of problems and make informed practical responses, which they may otherwise fail to identify. Likewise, by acknowledging and valuing young people's contribution, better relationships between generations can be enhanced.<sup>24</sup>

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- **What principles and priorities should guide the allocation of current and future resources? And who do we need to target?**

*"On average 17 pence per day (£61 per year) is spent on statutory youth services such as youth club provision for each 11-16 year old in England. This varies dramatically between areas. For example a teenager in the North East will have £73 a year spent on them but in the East of the country this is reduced down to £42 a year."*

Make Space Youth Review, launch press release 19 July 2006

Two recent pieces of research by Make Space, *'The Youth Lottery'* (2006) and *'Youth Provision Counts'* (2005) conclude that the current piecemeal system of youth service does not amount to a coherent modern system of support. Services for young people are hampered by the conflicting philosophies and a lack of a political steer from government., competing demands of targeted projects, lack of clarity or cohesion over delivery roles.<sup>25</sup>

According to our research report *'The Youth Lottery'*, the average spend on statutory youth services<sup>26</sup> is £61 per 11-16 year old per year – amounting to only 17 pence per day. There is a wide range of spend across local authorities giving rise to a postcode lottery on how much is spent depending on where you happen to live. If you are a teenager in Gloucestershire for instance, this will be £29, whereas in Newcastle it will be £158.<sup>27</sup>

**4Children estimates that funding in the region of £2 billion a year would be necessary to create an integrated youth offer nationally and locally; to radically increase the number and improve the quality of youth facilities; to deliver a range of innovative and exciting programmes, projects and opportunity for all young people; and to ensure more specialist and targeted support is available where it is needed. This would mark a real shift towards prevention and early intervention, and would save the exchequer considerable amounts in increased employment, and reduced spending on remedial programmes and the criminal justice system. Research from the USA suggests that for every £1 spent providing positive opportunities, the state can save £7 later on.**

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<sup>24</sup> From consultation response to Youth Matters Green Paper, 2005

<sup>25</sup> *Youth Provision Counts* Make Space Report July 2005

<sup>26</sup> The definition of statutory youth services can be found in Annex 8 of the document *'Transforming Youth Work: Resourcing Excellent Youth Services'* from the DfES. "The term 'youth service' describes the range of provision developed through a partnership of local authorities and voluntary and community organisations." It goes on - "Youth service activities are primarily for personal and social development. They can be formal and informal. They must be linked to raising achievement and standards in education, training and employment or initiatives aimed at promoting inclusion and participation."

<sup>27</sup> *The Youth Lottery* – A Make Space Research Report, 2006

Sustained investment and focus in the early years was based on strong evidence and sustained argument about the benefits of intervening early – and we must now build up a similar coalition of interests and ideas to improve our offer to young people as well.

More detail on these projects, their costs and outcomes is given under the section, **international evidence**, on page 13.

- **Integrated Youth Provision**

In February this year, prior to the Budget, 4Children submitted an indicative proposal to HM Treasury for a three year project to establish flagship modern, dynamic, integrated youth spaces for older children – backed up by strategic support for local authorities and a robust evaluation framework. We believe that funding for this is a major priority and one which would bring swift and visible benefits for young people.

Outlined below are our estimated costings for such a project, which we believe if delivered, would provide a useful framework for developing across all local authority areas.

- 300 New Integrated Youth Spaces

Each Integrated Youth Space would receive £500,000 over three years. There would also ideally be a variety of types of provision developed, testing the model in different circumstances for different groups of young people.

Funding would comprise:

£200,000 capital investment for infrastructure and capacity development – for example renovation of existing premises or re-development of a school facility;

£100,000 each year for revenue funding – to pay for staff, overheads, activities, consultation and youth involvement.

**Cost = £150 million**

- Strategic Support to Local Authorities to Develop Integrated Youth Provision

To support the Local Authorities involved in developing the capacity to drive forward integrated provision, some strategic funding should also be provided to the Councils involved. This would support them to develop new ways of working for young people – not least strategic work to bring together currently fragmented services and funding streams, and linking targeted/preventative programmes within this new ‘universal’ framework.

**Cost = £40 million**

- Robust Research and Evaluation Project

The overriding purpose of flagship projects such as these would be to demonstrate the possibilities of high quality, attractive, integrated youth provision for older children. Therefore, robust evaluation would be a crucial element – to assess what works and why, and to look at the impact on young people, their parents and the local community.

**Cost = £2 million**

**TOTAL COST = £192 million (over three years)**

- **What measures and milestones need to be in place to ensure that performance can be assessed and delivery monitored at a local level.**

Local authorities, in their new roles as market managers, will need to provide a framework for quality for all sectors of delivery. One way this can be achieved is through quality assurance programmes backed by a framework of quality support.

Implementing such a programme to support quality and performance will involve local authorities taking a strategic role in shaping and developing the local market. There are a range of levers open to Councils – advice, support, brokerage, providing training, capacity/infrastructure building, bringing services together, providing information, advice and training

The new Transformation Fund allocations – supply side investment to recruit more graduates into childcare, to train more workers to Level 3, and improve the quality of work for children with SEN or a disability – without increasing costs to parents is of course welcome investment for the childcare sector.

A similar level of investment is also required to develop the youth worker profession. Evidence from Hirsch (2005) concludes that the relationship between young people and youth workers is the most important factor in improving outcomes for young people; engaging them in positive activities and supporting their development overall. Tom Wylie, Chief Executive of the National Youth Agency (NYA) calls for many more and better youth workers to enable these relationships to develop and flourish.

With the rapid roll-out of Children’s Centres and Extended Schools by 2010, it is clear that an expansion in the workforce is inevitable. Evidence shows that all children benefit most from high quality care, particularly those from the most disadvantaged backgrounds. Evidence also shows that poor quality care can be detrimental to a young person. What we believe is imperative, therefore, is a commitment to investment in the training and raising of qualifications of the workforce supporting children and young people.

To this end, 4Children offers a quality assurance scheme “Aiming Higher”, which ensures that quality is built in from the start-up of any Children’s Centre or Extended School and provides a strong developmental framework around the needs of the child or young person.

<b>Supplementary questions posed as part of the ‘call for evidence’:</b>
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- **What are the barriers and enablers of effective Third Sector provision, including statutory commissioning capability?**

There are a wide range of statutory, voluntary, community and independent services meeting the needs of young people, however they are rarely effectively linked around the needs of the individual. Consequently, we believe it is vital that the VCS is centrally involved at both a strategic and operational level. This would include facilities such as Make Space clubs, which might well be run and operated in the voluntary or community sectors.

- **Which projects and programmes in the last five years have had a proven and sustained impact and brought innovation to delivery of services for young people?**

In addition to the information given on Make Space in the introduction to this response, we are pleased to include some case studies of the projects we have been working with over the last four years. They demonstrate the potential to develop dynamic and inspirational places for young people, led by young people themselves, which can act as a universal base for offering a range of activities and services that meets their needs.

They also show how a national programme, with considerable autonomy for local diversity and a range of providers can successfully work. We would be more than happy to provide further information about these and other schemes if that would be useful.

#### **Case Study 1: Youth Works Darwen**

Young people in the Darwen area of Lancashire have been involved in the regeneration of their community with the development of a Make Space club housed in a former shop. The club, which is run by the Blackburn division of the environmental regeneration charity Ground Works UK, serves an area of social and economic deprivation with high levels of youth unemployment.

The club acts as a community hub for young people, with a 'chill-out' space where they can relax and socialise as well as access a range of recreational facilities. Activities include a sports programme, music and DJ-ing projects, arts and crafts, and environmental action projects such as tree planting and litter clearance. The club offers a community information and signposting service for young people as well as preventative work around key areas such as health and wellbeing (alcohol misuse, healthy eating, drug abuse), sexual health, anti-bullying and relationships. Crime prevention work also involves prison visits and education about the penal system. The club works closely with partner agencies to maximise the impact of its work.

Youth Works Darwen was awarded a £5,000 grant from the Make Space Development Fund to create an educational study area on the premises, with computers and resources for homework support and internet access.

Tracy Scott, Project Manager at Youth Works said, "Youth Works Darwen is open four days a week and has been a great success with over 300 young people attending every week. The club has given the young people a place to go and meet their friends and with the grant from Make Space, we are able to improve the facilities for our young people further with the educational study area".

#### **Case Study 2: Archbishop Michael Ramsay Technology College**

The Archbishop Michael Ramsay Technology College is a comprehensive school in Camberwell, South London which is attended by 1,000 children aged 11-19. Some of its extended school activities include a Saturday School until 1.00pm and a full service extended centre for the community, drop in sessions, NVQ courses and New Deal workshops.

The school has established a Make Space club based in the canteen, which is transformed as required to offer a chill-out area with recreational facilities for young people including a television, video and table-football. The club offers a breakfast service five mornings each week from 7.30am, giving young people the opportunity to enjoy the facilities, finish their homework and have breakfast. The after school club is held three evenings a week after school, with plans to extend provision to five days a week and, alongside the recreational facilities, a dance group has been set up which is proving very popular.

A £10,000 grant from the Make Space Development Fund has supported the development of the club, helping to cover staffing costs and the purchase of new equipment. Garden furniture was

also provided to create an outside space for use by the 150 plus young people who regularly attend the club.

### **Case Study 3: Reddish Vale Youth Project**

Reddish Vale Youth Project in Stockport is funded through the local authority Youth Service and housed in a purpose-built centre. The building has been re-furbished through a variety of initiatives and offers a warm and welcoming environment for young people. This has included a Kick-Start grant from the Make Space Development Fund to develop the chill-out area within the club and complete the IT facilities. Ongoing consultation between staff and young people during the refurbishment has generated new skills and given young people a sense of ownership of the building.

One young person from the club commented: *“It’s great to be asked what I think and want, I sometimes think I don’t exist as people only ever tell me what to do, they never ask me what I feel about things.”*

The Make Space club is currently open five nights a week as well as during holiday periods for specific initiatives such as PAYP. Close links have been forged with Connexions and the centre offers activities during school lunch hours for those young people accessing Connexions services. The local YOT and health initiative have teamed up with the club to establish the Reddish Action Project, focusing on issues including drug and alcohol abuse and outreach services have seen the development of a men’s group, linking in with YOT and the police.

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- **What encourages young people to try new and different kinds of activities from those they already do?**

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- **What evidence is there of the benefits that arise from young people’s involvement in design and provision of their activities? What evidence is there of how outcomes have improved as a result?**

We believe that it is pivotal that young people are directly involved in the development of solutions that respond to their needs, views, wants and aspirations. There is the potential to go the extra mile and involve young people in developing services by engaging them at the early stages of policy making - as governors, managers, advisers, auditors, fundraisers and volunteers in community level services. Make Space’s “Youth Provision Counts” research found that:

- Only 27% of local authority youth services have consulted with young people as part of the provision of an integrated service for young people. <sup>28</sup>

A case study of a Make Space member club in South Yorkshire illustrates the importance of consultation with the members, and what benefits this has on the young people involved.

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<sup>28</sup> Youth Provision Counts – Make Space Research Report, July 2005

**Grimethorpe Activity Zone, Barnsley, South Yorkshire:**

“At GAZ we are continually striving to maximise participation of our young people in the planning and running of our youth centre and its activities. One way we have of consulting with young people is through our youth committee. [...] The committee now meets fortnightly and any issues are brought to the attention of the Manager of GAZ by the secretary of the committee who actions them unless prevented from doing so by financial constraints or safety issues. As the committee progresses we aim to eventually give the committee their own budget and introduce financial planning.”

“Through consultation, young people feel a **sense of ownership** towards the project and surrounding areas. When young people see how they can affect the decision making process it **improves confidence and self-esteem**. This **improves their social skills and also builds skills and knowledge they can use in everyday life**. Taking part in the youth committee gives young people **an insight into how decisions are made and how a committee works**. They **learn how to work as a team, how to resolve disputes and how to respect the opinions of others**.”<sup>29</sup>

*For more a more detailed response to this question please see our response on ‘demand side influences on provision’ on page 26.*

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- **What attracts people to the youth work workforce? What is less attractive about membership of this workforce?**

Our research shows that there is a clear need to recruit more full-time, qualified staff into the sector and this is an area in which government can and must take leadership. Closely linked is the need to raise the status, profile and appeal of the profession in order to improve recruitment and retention of staff. In recent years, we have seen an elevation in the status of social work and subsequent rise in interest in the profession through such steps as offering degree courses. This should be extended to youth work to promote the profession. What is needed is a transformational army of inspirational people who would provide effective, accessible support and guidance to young people on the ground. Developing models of good practice and strategic support to underpin training and professional development based on a common core of learning for those who work with young people in different contexts needs to be a key objective for government and local authorities. The “Youth Provision Counts” study found that:

- 78% of youth services say the recruitment and retention of staff is a fundamental issue.
- 65% of youth services mention pay as a workforce issue and 57% of youth services feel the discrepancy between pay for childcare and youth service professionals is an issue.
- Nearly 40% of youth services say there is a shortage of money and training for qualified staff.
- 30% of youth services say the poor image of the youth service profession is an issue.<sup>30</sup>

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**ENDS**

<sup>29</sup> Make Space Case Studies and Status Club Evaluation

<sup>30</sup> Youth Provision Counts – Make Space Research Report, July 2005

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