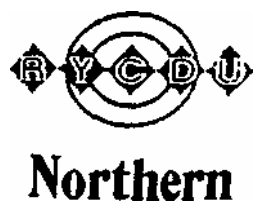


ASSOCIATION OF REGIONAL YOUTH SERVICE UNITS

TOWARDS ENTITLEMENT CONFERENCE

11 MARCH 1993



MILL WHAKF



Cyngor Ieuenctid Cymru
Wales Youth Agency



FURTHER
EDUCATION
TRAINING

MARY DURKIN, NATIONAL YOUTH AGENCY

The January seminar at the National Youth Agency came up with a list of practical recommendations on the way forward in developing a definition of adequacy. Those recommendations are detailed at the back of the conference papers and I am summarising them here in the hope that today's conference can devote some time to addressing those tasks. Before I go through them I just want to contextualise the debate because, although it was only six weeks ago, things seem to have moved on a great deal since the Agency's conference.

First of all, the youth service has been in the press far more than in the past. More problematically, however, the attention has come as part and parcel with a moral panic on juvenile crime. Specifically, there has been the Jamie Bulger murder; there has been the report on the ghastly incident in mid-Glamorgan with Marie Rossi; there has even been a further incident in Manchester football stadium. Certainly the Home Office is interested in working with the youth service on matters of crime prevention, or as we might prefer to call it, reducing the criminalisation of young people. The DFE has also indicated some willingness to direct funds towards diversionary work. The youth service has acknowledged its role within this, but is rightly wary of an over-reliance on targeted funding, fixed term provision and a reinterpretation of youth work as a rescue service. It is of the gravest importance that we reaffirm the need for a universal provision of an educationally based service, accessible to all young people as of right. In a climate of, on the one hand, moral panic and on the other hand a funding squeeze, it is important that this reaffirmation of what we regard as an adequate service should happen quickly. This is simply to echo the recommendations of January's seminar.

1 A statement of adequacy should be developed as a matter of urgency. This statement should:

- (a) have national currency
- (b) be locally adaptable
- (c) be developed, as far as possible, in consultation with young people
- (d) strive to protect the range of youth work offered
- (e) be realistic in terms of the resources available

A statement having both national currency and local adaptability is important because it is the response to the common DFE statement that adequacy is a matter to be established locally.

2 There should be a concerted lobby for a firmer statutory base for the youth service.

Within this, one of the questions we must address today is who should concert the lobby?

3 "Adequacy" could form the basis of a parliamentary for other national} debate, focussing on:

- fa} maintenance of the voluntary/statutory partnership
- (b) maintenance of the education base of the service
- (c) the development of a co-ordinated policy of provision
- (d) clarification of the funding link with Standard Spending Assessments

Many of the issues detailed here will be highlighted in the debates on local government re-organisation, but it should be noted that now, when we talk about 'co-ordinated' provision, we are talking about working with a variety of disciplines as well as a variety of funders.

4 Youth service marketing and public relations should be seen as priority, locally and nationally. This involves developing and publicising clearly defined performance indicator and learning outcomes.

The work of OFSTED at the invitation conference may be able to form the basis of some of the work around these issues.

5 The DFE should be asked to define what they consider an adequate service.

There is something attractive about this statement because it puts the ball firmly in the other court and certainly it seems reasonable to continue to ask for clarification of the Standard Spending Assessment. However, in future funding may well be tied to statements of adequacy and it seems unwise to allow such statements to be developed centrally without full participation from local voluntary and statutory providers and, indeed, from the young people themselves. I would be anxious about allowing either Ministers or Officers at the DFE free reign of definitions of adequacy.

BRYAN MERTON, HMI, OFSTED

There is no definition of 'Adequacy'. Central Government considers this to be a matter for local government.

Adequacy is another approach to 'entitlement'. An adequate service consists of the core features of the service to which young people are entitled. It is a good enough service and fit for the purpose not the best possible scenario.

An equation to describe adequacy would be

$$\text{ADEQUACY} - \text{QUALITY} + \text{SUFFICIENCY}$$

Quality can include variety, responsiveness, curriculum and access. Provision should be secure with opportunities for befriending, developing skills and interests, challenge, information and counselling, dealing with sensitive issues and enabling choices and decisions to be made.

Sufficiency is difficult to identify and the question is when does a service become so insecurely resourced that it is no longer viable. So the threshold has to be located. Net per capita spending could be relevant but a service is not high quality because it is a high spender. Another approach could be to check if a local authority has a degree of fixed costs guaranteed without external funding. A third approach could be about what a service should provide, ie for young people 13-19, contact with 25% of target group, say twice a week.

If a Youth Service is to be proactive as well as providing basic services a programme will need staff, resources and a curriculum. This will require an infrastructure of Leadership, Management, Planning, Training, Monitoring and Evaluation. This will require a number of functions - negotiating and securing contracts, setting standards, fostering networks, supporting and speaking for the service, trouble shooting and disseminating good practice.

An adequate service is more than the sum of its parts. Those working within it need to share a commitment to putting young people first. An adequate service means entitlement for all young people. There is a clear role for a local education authority in strategic planning, in getting resources to where they are needed, getting the best return, setting standards and ensuring they are achieved.

DAVID COATS ON THE TUC YOUTH CHARTER

Before explaining exactly what the TUC Youth Charter is and how it was drawn up it might be helpful briefly to describe the TUC's own youth structures to understand the context in which the project was developed.

The TUC has a youth committee, the TUC Youth Forum, which consists of 15 young people elected by our Youth Conference and 6 members of the TUC's General Council. At least 5 of the young members must be women and 2 black members must be co-opted if no black members are elected. The Youth Forum advises the General Council on all questions of interest to young people.

The TUC Youth Conference meets in February each year and is held in both plenary and workshop sessions. Motions passed by the Conference both advise the General Council on policies for young people and set the Youth Forum's work programme for the following year.

The Youth Charter itself has its roots in a survey of trade union youth structures carried out by the Youth Forum in 1991. This was shaped by a general feeling that trade unions were not doing enough for young people and should be doing more. A questionnaire was circulated to all TUC affiliated unions asking them whether they recorded their number of young members, organised recruitment campaigns/events for young people and had established youth committees or other youth structures at various levels of their organisation.

Responses were received from 22 unions representing 5.9m members of a 70% of the TUC's affiliated membership. The results were a little disappointing and demonstrated that, compared with the experience of colleagues on the continent, British trade unions devoted limited resources to serving the interests of their young members.

The Youth Forum took the view that the situation left considerable room for improvement, particularly given the reduction in trade union membership since 1979 and the poor quality of the information which young people had about trade unions. It was noted that the TUC's "Adopt-a-School" programme which linked union branches with schools in their area had achieved some real successes - particularly in Scotland and the North of England. However, coverage of the scheme was by no means universal and some further national initiative was needed.

The Youth Forum agreed that a sound basis was required for the TUC's own campaigning work and for developing links with other youth organisations. Furthermore, the TUC should be leading the debate on developing services for young people and encouraging unions to develop their own youth structures.

This was the inspiration for the TUC Youth Charter.

It is important to note that the Charter is a document drafted by young people for young people. It was the culmination of two years' work by the Youth Forum.

What then does the Charter contain?

The first section is a declaration of rights which should be held by all young people between the ages of 16 and 25 living in any civilized society. In the TUC's view they are modest statements of fair treatment, although they have yet to be made a reality and are unlikely to be made a reality under the present Government.

The Declaration covers such matters as:

- the right to high quality, flexible, continuing training in both the public and the private sector;
- the right to be protected against all forms of work which are potentially threatening to health;
- the right to decent and high quality housing;
- the right to decent benefits in order to allow young unemployed people to live a decent life.

Unfortunately, there seems little hope of effective action in any of these areas in the immediate future. Improving the rights of young people at work, for example, is seen by the Government as an unjustified re-regulation of the labour market. All of the legislation protecting young people was swept away in the Employment Act 1989 ending more than a century of regulation of working conditions - a thoroughly retrograde step. The Government's argument was and still is that protective legislation limited employment opportunities for young people - that is why they are opposed to the draft EC Directive on the Protection of Young People at Work.

Similarly, benefit rights have been withdrawn from 16-17-year olds and it is difficult to argue that a determined attempt is being made to tackle the problems of youth homelessness.

The purpose of the Declaration of Rights is to demonstrate that the TUC is defending the interests of young people and making the case for standards of fair treatment.

Even if the Charter rights were established that would still not be sufficient. These rights must be monitored and enforced. That is where trade unions have a key role to play by incorporating the interests of young people into their day to day workplace activities.

This requires something of a change in the culture of the trade union movement and that is why the Youth Forum included a programme of trade union action in the Charter. The following four strategic objectives are identified. Every union should aim to ensure that:

- its young members' views are represented by young people themselves within the union;
- its young members are given enough encouragement and opportunity to participate in the union;
- the special interests and concerns of young workers are addressed by the union; and
- young members have equal opportunities within the union.

In addition, unions are encouraged to develop open democratic structures to ensure that young people are actively involved in decision making processes. Specific recommendations include the establishment of youth committees, youth conferences, etc and identifying full-time officers with responsibility for young people.

We are' looking to promote the Charter as widely as possible and develop links with a range of youth organisations. We already have a good relationship with the British Youth Council and are working with the Coalition on Young People and Social Security for the restoration of benefit rights to 16 and 17 year olds.

A key element in raising the profile of the TUC's work with young people involves reaching them before they start work. We would therefore welcome the opportunity to examine the scope for co-operation with the youth service and look forward to a constructive relationship in the future.

QUESTIONS TO GROUPS

AM

- 1 What are the factors that link adequacy to entitlement?
- 2 What basic resources are required and need to be in place?
- 3 What changes are needed to ensure an adequate service which gives young people a basic entitlement?
- 4 Action Points for the service.

PM

- 1 Given the Statement of Purpose, what are we saying to young people?
- 2 What should they be entitled to?
- 3 Identify key questions to Panel?
- 4 Action Points for the service.

COMPILATION OF REPORTS FROM THE GROUPS

Entitlement

Young people have an entitlement to a youth service not a youth and community service or a community education service. They have a right to a variety of provisions and to be in contact with trained youth workers. This means providing a warm secure meeting place and young people being consulted in a way that is relevant to them. Young people should have information in order to make decisions.

Adequacy

This debate could distract us from a debate on funding. We should be defining quality rather than adequacy. We should talk about entitlement rather than adequacy. Entitlement leads us to a statement of purpose. The Adult Basic Education Service have produced quality criteria which has led to adequacy. We do not need national legislation and concentrating on it will not help.

Purpose

The Youth Service needs to be clear about its purpose and communicate that to all, including the Minister. The Youth Service is an Education Service. It provides equality of opportunity. It is participative. It is empowering. There are conflicting expectations from different customers, ie young people, parents, community, politicians.

Access

Young people must be able to gain access to the service. The access must be to a variety of provisions. The access to be to a baseline service with anything else (ie crime prevention) over and above baseline. There should be equality of access.

Resourcing

Government should be pressed to identify the current level of funding for the service. We should press for better SSAs for the service which are separately identifiable. Resources in each authority leads to the need for a formula for distributing them. There is a need to change to meet new demands, ie building based work to street work. All resourcing needs should be determined locally. We must respond positively when politicians ask what is being provided with the money and what are young people getting. Greatest resource is trained staff.

Evaluation

We must measure outcomes, however difficult. When young people have reached an appropriate point is service withdrawn? We must move on from anecdotal evidence to harder facts. We must be able to identify when we have achieved our purposes.

Promoting the Service

This is essential if we are going to gain public support. We must tell all, including Margaret D'Armenia and the Minister, what we are doing. The NYA, Welsh Youth Agency and the Regional Youth Work Units must work together on political lobbying.

Action after the Conference

A group to meet drawn from the NYA and RYWUs to take the thinking of conference a step forward. It is urgent.

PLENARY SESSION

In a question and answer session with an invited panel five major key points were made:

- With so many Charters there should be a Charter for Youth.
- There was a need for a statement of what the Youth Service was about.
- Young people should be consulted locally, regionally and nationally and their views fed into decision making.
- We should aim to work on a collective basis.
- The Regional Youth Work Units and the National Youth Agency work together to consolidate the work on adequacy, engage a national campaign and arrange a meeting with the Minister.

DELEGATE LIST

Bob Allan
Group D

Jim Allsopp
Group A

Roy Baker
Group B

Sheila Brown
Group A

Clinton Cameron
Group B

Elizabeth Carton
Group B

Peter Clason
Group B

Ian Comfort
Group C

Ron Cooke
Group D

Darren Cooper
Group C

DELEGATE LIST

Michael Counsell

Group E

Janet Daniel

Group O

Keith Davies

Group E

Peter Davies

Group F

Andrew Driver

Group F

Mary Dudley

Group D

Gerallt Evans-Hughes

Group A

Gary Forde

Group C

Janet Foster

Group D

David Foster

Group E

DELEGATE LIST

Andy Smart

Group A

Philip Smiglarski

Group B

Brian Stock

Group D

Colin Thomas

Group E

Bekki Towser

Group E

Philip Treseder

Group F

Dee Treweek

Group C

Lorraine Warm

Group A

Tim. Warren

Group B

Jane Wild

Group C

DELEGATE LIST

Chris Nash

Group D

Doug Nicholls

Group E

Brian Parker

Group F

John Parrish

Group A

Dave Philips

Group C

Peter Read

Group B

Roger Rhodes

Group C

Margaret Rogers

Group D

John Rose

Group E

Jean Saraes

Group F

DELEGATE LIST

Bill Fryer

Group F

Jane Caraway

Group A

Ruth Gilchrist

Group B

John Grainger

Group C

Mike Greenaway

Group D

Dee Hammerson

Group E

Peter Hatcher

Group F

Jacky Hatherley

Group A

Ian Hodges

Group B

Graham Jimpson

Group C

DELEGATE LIST

Doug	Jones
Group D	
D Group	Jones
E	
Gareth	Jones
Group F	
John	Killick
Group A	
Cath	Lambert
Group B	
Helen	Louch
Group C	
John	Lowe
Group F	
Harry	Matthews
Group E	
Maureen	McDaid
Group A	
Peter	Minchella
Group B	

DELEGATE LIST

Howard Williamson

Group D

John Wills

Group E

Veronica Wilson

Group F