

# YOUTH SERVICE AUDIT

## 2000 – 2001

**NB. Covers 10 LAs**

This document will summarise the key findings from the information supplied by local authorities under the following headings:

1. Details of Youth Service – location within LA / basic details
2. Youth population / spending per head / expenditure
3. Type of youth provision
4. Funding sources
5. Staffing levels
6. Staff development and training
7. Summary / conclusion

Under each of these headings, the first paragraph will include the key findings from the audit. Subsequent paragraphs will be used to elaborate / justify the points made in the first summary paragraph.

### **1. DETAILS / LOCATION OF YOUTH SERVICE**

#### **1.1 Key findings**

The findings seemed to reinforce the need to recognise the diversity of structures within local authorities, and of the location of youth services within these structures. ‘Education’ or ‘Lifelong Learning’ were the primary locations of Youth Services.

#### **1.2 Name of Service / Job Title of Head / Salary**

Although all except 1 was titled ‘Youth’ rather than ‘Youth & Community’, the salary scales and points of heads of service reflected differential status/location within the authority. Four scales were used – APT&C, Soulbury, NJC and Burnham – and 4 were not worthy 100% of their Youth Service role. Titles varied between County, Senior, Head but here Community was included in half of the titles (either Youth and Community or Community Education).

#### **1.3 Location**

The Youth Service was located primarily in ‘Education’ or ‘Lifelong Learning’ but Leisure was included in the title of 3, Chief Executives in 1, and Culture in 2. Most were subsumed in the department / division / directorate but 2 had some autonomy. Reporting / Accountability seemed to be split about 50/50 between committees/cabinet members and senior managers within the department, although some made it clear that accountability was to both members/officials with different arrangements of joint reporting.

## 2. YOUTH POPULATION / CONCENTRATION / SPENDING PER HEAD / EXPENDITURE

### 2.1 Key Findings

The recorded differences in youth service spending per head (factor of 3 between lowest and highest) needs to be treated carefully in the context of different ways of calculating expenditure and income.

### 2.2 Size of local authority / youth population

The hugely different geographical size of local authorities and of youth populations (factor of over 20 difference for both) and the lack of correlation between the two maybe an obvious but nonetheless an important context for delivering youth services.

### 2.3 Per head spending

These figures varied between under £23 to over £70 per head when analysed for 11-25 year olds, and under £45 to over £130 when analysed for 13-19 year olds.

### 2.4. Expenditure on Education/Youth Service

Overall education expenditure varied between under £40m to over £150m, with net revenue expenditure on the Youth Service varying between £281k to nearly £3,500k. However neither was there a common ratio between the two figures (averaging 2%) and estimates of core budgets by youth officers were normally significantly less (sometimes under 50%), but in one case more than the official figure (i.e ROI line 85, column 8).

Authority	Total Expenditure on Education	Youth Expenditure	As % of Ed Expenditure	Estimated Youth Expenditure	Estimate As % of Ed Expenditure
Blaenau Gwent	£38,980,000	£281,000	0.72	£357,300	0.92
Caerphilly	£92,467,000	£1,639,000	1.77	£0	0
Cardiff	£153,253,000	£3,466,000	2.27	£0	0
Conwy	£50,959,000	£975,000	1.91	£638,000	1.25
Denbighshire	£45,004,000	£402,000	0.89	£385,000	0.86
Monmouthshire	£39,070,000	£973,000	2.49	£438,800	1.12
Newport	£72,279,000	£921,000	1.27	£800,000	1.11
Pembrokeshire County	£63,457,000	£568,000	0.89	£220,315	0.35
Torfaen	£50,916,000	£428,000	0.84	£330,000	0.65
Vale of Glamorgan	£57,632,000	£699,000	1.21	£603,000	1.05
<b>Sum Totals</b>	<b>£664,017,000</b>	<b>£10,352,000</b>	<b>1.56</b>	<b>£3,772,415</b>	<b>0.57</b>

## 3. TYPE/SIZE OF YOUTH PROVISION

### 3.1 Key Findings

Despite the wide range of provision detailed it is clear that 'traditional' youth work remains dominant. Free-standing youth centres/clubs are by far the largest type of provision in terms of actual numbers,

number of young people contacted and hours worked. Guides, Scouts and D of E schemes are also well represented in the top 10 types of provision (see grids below – note these are ranked by number of units, rather than number of young people or number of contacts). In terms of the mainly ‘traditional’ nature of provision this applies to local authority provision as well as voluntary sector supported provision. Only in the relatively small area of partnership work with other local authority services (grid 2) do the newer forms of targeted project work dominate. School linked work is second only to free standing centres/clubs and includes school based centres and a wide range of project work.

### 3.2 Type of provision/contact

The diversity of provision was indicated in that the type of provision was broken down by at least 5 and up to 25 by authority.

The overall range of titles is listed below. The extent to which this provision was open also varied widely. It is clear that free-standing youth centres/clubs remain the largest single type of provision in terms of number of units but other forms of provision are overall more significant (see all grids combined below). When analysed by total hours open differences emerge, as when arranged by number of young people reached, and the number of contacts per year.

### 3.3 Youth Service and Partnership Provision

Youth Services were asked about provision provided solely by themselves, compared to working in partnership with other local authorities, and compared to working with voluntary organisations. The charity of the boundaries between these 3 categories and how the questionnaire was filled in, need to be questioned but the results do show the significance of partnership work across Wales varying widely between authorities. Grids 1-3 indicate the number of units according to the 3 categories for all youth services, by hours open per year, number of young people reached, and total contacts per year.

#### Youth Provision - Rank Order of 10 most common units of provision

All Grids combined

Unit of Provision	Total Units	Total Hours per year	Total YP per Year	Total Contacts per year
Free standing clubs	121	43665	34910	293591
Guides	61	5914	897	11340
YC on School Campus	41	20975	12082	125241
Mobile Provision	38	6547	7874	16401
Residential	37	2089	1080	1742
Specialist Projects (D of E Scheme)	37	1671.5	1507	10355
Scouts	31	2592	355	13284
Specialist Projects (Sport)	31	1617	2872	8675
Other Projects (D of E Scheme )	29	3783.5	390	16400
D of E	21	2162	1886	2075

\*\* The D of E schemes are different - see forms for details

### Grid 1 (Local Authority Sole Provider)

Units of Provision	Total Units	Total Hours per year	Total YP per Year	Total Contacts per year
Free standing clubs	121	43665	34910	293591
YC on School Campus	41	20975	12082	125241
Mobile Provision	38	6547	7874	16401
Residential	37	2089	1080	1742
Specialist Projects (D of E scheme)	37	1671.5	1507	10355
Specialist Projects	31	1617	2872	8675
Other Projects (D of E Scheme)	29	3783.5	390	16400
Gender Based	21	0	1287	2200
Specialist Projects (Music)	21	674	4500	4000
YAI	20	21747	757	5894

### Grid 2 (Partnership with other local authority services- etc)

Unit of Provision	Total Units	Total Hours per year	Total YP per Year	Total Contacts per year
School Based Projects	19	9417	479	8392
Other Projects (D of E Schools base)	7	350	186	1116
Literacy / Numeracy	6	576	63	166
Specialist Projects (Music - Recording Studio)	5	800	30	120
Specialist Projects (Health)	3	98	32	176
Other Projects (Health Sessions)	3	411	0	0
Specialist Projects (Photography)	3	120	30	144
Social Inclusion (Holiday provision)	2	312	263	1762
Specialist Projects (Information in schools)	2	0	0	645
College Projects	2	1950	10	2100

### Grid 3 (Partnership with Voluntary Organisations)

Unit of Provision	Total Units	Total Hours per year	Total YP per Year	Total Contacts per year
Guides	61	5914	897	11340
Scouts	31	2592	355	13284
D of E	21	2162	1886	2075
Vol Youth Group	19		800	0
Urdd	10	438	417	8620
Specialist Projects (Sports - Martial Arts )	5	348	159	4086
Young Farmers	5	675	2060	2230
Freestanding - Youth	3	1120	220	8200
Specialist Projects (Dance )	3	209	71	1596
Specialist Projects (Philately - Jnr)	3	9	180	180

## 4. SOURCES OF FUNDING

### 4.1 Key Findings

As with the above section 2 on Youth Service Expenditure the recorded differences between local authorities in sources of funding need to be treated with caution, probably because of different ways of collating data. Core funding is of central importance, representing over 80% of total funding for 7 of the 10 authorities. In only 2 (Blaenau Gwent and Denbighshire) did core funding fall below 50% of total funding. National/International funding, mainly Youth Access, represented the second largest source of funds but this was only on average just over 10% of total funds.

### 4.2 Funding Breakdown

Questions were asked in relation to sources of funding. Calculations have been made on the balance overall in Wales between different sources of funding and the ratio of funding from external sources (see table below).

Authority	Core	Other LA	Other Area	Nat/Int	Lottery	Other	Row Total
Blaenau Gwent	£281,000 (48.89%)	£280,600 (48.83%)	£13,100 (2.28%)	£0	£0	£0	£574,700.00
Caerphilly	£1,639,000 (100%)	£0	£0	£0	£0	£0	£1,639,000.00
Cardiff	£3,466,000 (93.67%)	£24,423 (0.66%)	£70,811 (1.91%)	£123,866 (3.35%)	£0	£15,000 (0.41%)	£3,700,100.00
Conwy	£975,000 (95.42%)	£0	£0	£46,800 (4.58%)	£0	£0	£1,021,800.00
Denbighshire	£402,000 (42.77%)	£53,000 (5.64%)	£0	£485,000 (51.56%)	£0	£0	£940,000.00
Monmouthshire	£973,000 (90.00%)	£7,800 (0.72%)	£7,500 (0.69%)	£92,728.73 (8.58%)	£0	£0	£1,081,028
Newport	£921,000 (65.04%)	£0	£205,000 (14.48%)	£290,000 (20.48%)	£0	£0	£1,416,000.00
Pembrokeshire	£568,000 (80.1%)	£0	£0	£133,253 (19.00%)	£0	£0	£701,253.00
Torfaen	£428,000 (80.15%)	£0	£0	£106,000 (19.85%)	£0	£0	£534,000.00
Vale of Glamorgan	£699,000 (92.60%)	£11,900 (1.58%)	£0	£44,000 (5.83%)	£0	£0	£754,900.00
<b>Sum Totals</b>	<b>£10,352,000 (83.74%)</b>	<b>£377,723 (3.06%)</b>	<b>£296,411 (2.40%)</b>	<b>£1,188,394.73 (10.69%)</b>	<b>£0</b>	<b>£15,000 (0.12%)</b>	<b>£12,362,781</b>

### 4.3 Support for Voluntary Sector

The level of support varied between just over £4k to over £25k (when grant-aid and ‘in kind’ support combined), and all but one local authority provided some support. The table below indicates the % support, overall and by local authority based on overall expenditure on the Youth Service.

Authority	Grant Aid	In Kind Support	Total of Both	Percent of Overall Expenditure
Blaenau Gwent	£0	£0	£0.00	0
Caerphilly	£0	£40,570.36	£40,570.36	2.48
Cardiff	£42,434	£33,527.00	£75,961.00	2.19
Conwy	£20,000	£10,032.00	£30,032.00	3.08
Denbighshire	£10,000	£6,000.00	£16,000.00	3.98
Monmouthshire	£28,000	£4,000.00	£32,000.00	3.29
Newport	£20,000	£15,000.00	£35,000.00	3.80
Pembrokeshire	£21,655	£1,000.00	£22,655.00	3.99
Torfaen	£4,053	£0.00	£4,053.00	0.95
Vale of Glamorgan	£0	£50,000.00	£50,000.00	7.15
<b>Sum Totals</b>	<b>£146,142</b>	<b>£160,129.36</b>	<b>£306,271.36</b>	

## 5. STAFFING

### 5.1 Key findings

Even taking into consideration the widely varying sizes of the Youth Services the figures for staffing give wide variations in terms of:

- expenditure on staffing
- the numbers and ratio between full-time and part-time staff
- the numbers and ratio between management and delivery staff
- the numbers and ratio between paid part-timers and volunteers
- the numbers and ratio between permanent and temporary staff
- the numbers of various types of support staff

This would indicate either that the services have very different structures or more likely that the meaning of these categories need agreeing before any meaningful comparisons can be made.

### 5.2 Staffing Costs/Capital Costs

Overall staffing costs were asked for (included National Insurance and Superannuation), as were capital expenditure costs. It is clear that staffing costs are the major costs but only two authorities indicated any capital expenditure. Table indicates staff costs as a % of overall Youth Service expenditure.

Authority	Staff Costs	Estimated Youth Expenditure	Percentage of Expenditure
Blaenau Gwent	£127,600	£281,000.00	45.41
Caerphilly	£863,000	£1,639,000.00	52.65
Cardiff	£1,191,773	£3,466,000.00	34.38
Conwy	£422,272	£975,000.00	43.31
Denbighshire	£248,700	£402,000.00	61.87
Monmouthshire	£324,339	£973,000.00	33.33
Newport	£0	£921,000.00	0
Pembrokeshire	£113,958	£568,000.00	20.06
Torfaen	£89.03 **	£428,000.00	**
Vale of Glamorgan	£389,000	£699,000.00	55.65
<b>Sum Totals</b>	<b>£3,680,731.03</b>	<b>£10,352,000.00</b>	

\*\* This figure appears incorrect

### 5.3 Staff Overall

Questions were asked (see appendix) of the types of staff (management, delivery – full-time, part-time, support, volunteer/unpaid, admin, ancillary), and whether these were permanent or temporary.

Different interpretations are possible for these categories so to get an overview of all full-time and part-time staff the categories have been combined in the table below (as well as separated out in later section).

(Full time staff totals include Management and Delivery Staff)

Authority	Full time	Part time	Ratio
Blaenau Gwent	6	264	1:44
Caerphilly	20	134	1:7
Cardiff	41	319	1:8
Conwy	8	144	1:18
Denbighshire	6	39	1:7
Monmouthshire	18	33	1:2
Newport	8	41	1:5
Pembrokeshire County Council	17	58	1:3
Torfaen	3	83	1:28
Vale of Glamorgan	8	70	1:9
<b>Total Sums</b>	<b>135</b>	<b>1185</b>	<b>1:9</b>

#### 5.4 Management Staff

The number of management staff is indicated in table 2. All except 4 were said to be qualified in youth work, and two of these were working towards qualification. Salary scales included JNC, as well as APT & C, Soulbury, and Burnham FE.

#### Summary of Staffing 2

Authority	Management		Delivery Full-Time		Delivery Part-Time	
	Permanent	Temporary	Permanent	Temporary	Permanent	Temporary
Blaenau Gwent	2	0	4	0	0	264
Caerphilly	7	0	13	0	134	0
Cardiff	1	0	40	0	319	0
Conwy	2	0	6	0	141	3
Denbighshire	1	0	5	0	39	0
Monmouthshire	3	0	0	15	33	0
Newport	3	0	5	0	41	0
Pembrokeshire	10	0	0	7	0	58
Torfaen	0	0	3	0	53	30
Vale of Glamorgan	7	0	1	0	70	0
<b>Total Sums</b>	<b>36</b>	<b>0</b>	<b>77</b>	<b>22</b>	<b>830</b>	<b>355</b>



### **5.5 Delivery Staff – Full-time**

Some indication of the various definitions of ‘management’ and ‘delivery’ can be gauged by comparing the number of full-time staff in table 2 above. It would appear that services have very different meanings for ‘management’ because the ratio between ‘management’ and full-time ‘delivery’ staff is so variable. 36 (or 42%) of the full-time workers were unqualified and of these 23 (or 64% of those unqualified) were working towards JNC qualification at the time.

### **5.6 Delivery Staff – Part-time**

The number of part-time (paid) workers varies greatly from nil recorded in 4 youth services to 319 in one (see table 2 above). The levels of qualification are lower than with full-time with only 269 (26%) qualified out of 1,041.

### **5.7 Volunteer/Unpaid workers – part-time (under management of Local Authority Youth Service)**

These workers again vary widely between 0 recorded in 6 youth services to 124 in one. Overall the number of volunteer/unpaid workers are lower than paid part-time with only 241 recorded (23% of paid part-time).

### **5.8 Support Staff**

This category referred to curriculum support, or training support but only 2 staff were recorded (see table below).

### **5.9 Administrative Staff**

This was limited to 25.8 FTE, again varying widely between 0 in 4 youth services, and 12 in 1 (see table below).

### **5.10 Ancillary Staff (e.g. cleaners, caretakers)**

12.8 FTE were recorded, varying between 0 in 5 (see table below).

## Summary of Support / Voluntary / Ancillary / Admin Staff

The calculation of 58/59 and 78/79 gave 0/0 which gives errors. I have treated these as 0 (zero value)

Authority	All Others	[58]/[59]	[78]/[79]	FTE
Blaenau Gwent	0			0
Caerphilly	2.5	4		6.5
Cardiff	12	41.33		53.33
Conwy	12.5	4		16.5
Denbighshire	5	2.5		7.5
Monmouthshire	5			5
Newport	5	0.33		5.33
Pembrokeshire County Council	5.5		33	38.5
Torfaen	1.8		2.8	4.6
Vale of Glamorgan	3.8	6.67		10.47
<b>Totals Summary</b>	<b>53.1</b>	<b>58.83</b>	<b>35.8</b>	<b>147.73</b>

## 6.0 STAFF DEVELOPMENT

### 6.1 Key Findings

The amount of time recorded as being allocated to staff development and training varied considerably between services and did not particularly reflect the size of the service or number of staff. Whilst overall the ratio of in-service training to nationally recognised training was 2:1 this again varied widely between services.

6.2 Training was categorised between in-service and nationally recognised and the number of hours added for per year. The result is indicated in table 1, which seems to indicate the variable importance placed on staff development. Table 2 indicates the funding used and reflects the pattern in table 1.

### Staff Development Hours – Table 1

Authority	In Service	Nationally Recognised	Total
Blaenau Gwent	12	0	12
Caerphilly	0	0	0
Cardiff	1450	135	1585
Conwy	646	896	1542
Denbighshire	1750	100	1850
Monmouthshire	1560	672	2232
Newport	108	344	452
Pembrokeshire County	2295	420	2715
Torfaen	1200	1059	2259
Vale of Glamorgan	500	2000	2500
<b>Total Sums</b>	<b>9521</b>	<b>5626</b>	<b>15147</b>

## 7. SUMMARY / CONCLUSIONS

In analysing the data it is clear that there are problems in drawing clear cut conclusions about the overall state of the Youth Service in Wales. The need for caution derives from:

- A response rate of 10 out of 22 Youth Services
- The different ways in which information is collated by local authorities, in particular financial information
- The different meanings given to key terms, in particular related to staffing.

However the potential for collecting and sharing some key information remains and for showing trends if this is done on a regular basis. It would appear important to have answers to the following questions, **and** it would appear possible to get answers with some limited additional work to clarify expectations and meanings:

- The extent of diversity of location within local authorities and structure of youth services
- Spending per head of youth population overall and between services
- Expenditure on the youth service, with official figures compared to youth service estimates
- Range of provision, number of contacts, hours worked analysed by local authority as sole provider, in partnership with other local authority services, and in partnership with the voluntary sector
- Funding sources, including balance local authority and Welsh Assembly
- Support for the voluntary sector
- Numbers and type of staff – managerial/delivery/support, full-time/part-time, paid/unpaid, permanent/temporary
- Levels and types of staff qualification, training and development

**John Holmes**  
**October 2003**