



To: Executive Councillor for Community Development and Health
Report by: The ChYpPS Member Review Panel
Relevant scrutiny committee: Community Services 12 January 2012
Wards affected: All Wards

**Review of the Children and Young People's Participation Service (ChYpPS)
Key Decision**

1. Executive summary

- 1.1 This is a report to the Executive Councillor for Community Development and Health from the Member Panel that has been reviewing the City Council's Children and Young People's Participation Service (ChYpPS). The report sets out the panel's findings and recommendations for the future direction of the service.
- 1.2 The review has been undertaken in the context of a changing environment including significant financial uncertainty for the public and voluntary sectors, the 'Localism' agenda and the City Council's 'One Council' approach to achieving better and more efficient services for residents. It also comes at a time when many young people are spending hours playing electronic games on the internet rather than inter-acting with friends face to face and at a time when society is placing more and more pressure on young people to grow up quickly and act as adults at an earlier age.
- 1.3 The panel took evidence from many sources including other public sector organisations, voluntary sector providers, schools, staff from ChYpPS and other City Council services and, most importantly, children and young people, their parents and carers.
- 1.4 The panel concluded that ChYpPS is (and should remain) about enabling children and young people to come together and develop through play. They agreed that this was very important because play is fundamental to the health, well-being and development of each and every child.
- 1.5 The panel are recommending that the mission for ChYpPS should be:

To enrich the growth and development of the city's children and young people through play and to give children and young people a voice in the development of their city.

- 1.6 The panel felt that the primary focus for ChYpPS should remain their unique, open access service for 9-13 year old children and young people across the city but agreed that younger and older children should not be excluded from ChYpPS activities.
- 1.7 They learnt that as teenagers grow older, organised play activities can be seen as 'un-cool' and older teenagers need varied and more targeted provision. This was especially so for those who were more vulnerable. The panel agreed that ChYpPS provide some very effective targeted activities for older teenagers but they recognised that significant investment would be required if ChYpPS were to expand this provision. They agreed that other providers were generally better placed to deliver such activities.
- 1.8 The panel heard evidence from partners that ChYpPS staff are highly regarded, skilled and well respected and that they provide a unique and professional service (and have access to unique facilities). Evidence suggests that this 'offer' will be of value to other organisations such as schools. The panel believe that ChYpPS are well placed to develop an entrepreneurial approach by offering services such as training and the delivery of specialist play programmes to other providers. The panel believe that this approach will generate income that can be used to both increase service capacity and begin to reduce the overall service cost to the City Council.
- 1.9 The panel recognised the benefits of the partnership work that ChYpPS engaged with through the South Cambridgeshire and City Children and Young People's Area Partnership and through work with schools and voluntary sector providers. The panel are recommending that ChYpPS seek to strengthen their partnership work.
- 1.10 The panel believe that ChYpPS should significantly develop their work with volunteers. They recommend that ChYpPS should seek to provide open access activities in 3 ways:
 - a) Delivering open access activities which are run by ChYpPS staff
 - b) Delivering open access activities which are run by ChYpPS staff working alongside volunteers who have been trained by ChYpPS (this work should start in 2012 so that volunteers can be involved in delivery of the summer 2012 events programme)

c) Delivering open access activities which are run by voluntary groups who have been trained by ChYpPS and who work within ChYpPS guidelines.

- 1.11 Whilst recognising the care that needs to be taken with respect to potential safeguarding issues, the panel believe that working with volunteers provides opportunities to expand the open access activities provided by ChYpPS by spreading their skills and expertise to the volunteers which will ultimately benefit more children and young people.
- 1.12 Evidence shows that ChYpPS is a strong brand amongst children and young people in the city and so the service provides a 'shop window' for these residents and their families to the other services within the City Council. The panel felt that the major restructuring that has taken place within the City Council to help shape the 'One Council' approach, has provided more opportunities for ChYpPS to work closely with other services. The panel recognised that ChYpPS has not got the capacity to engage fully in every project but they agreed that engagement at the outset would ensure that the views and perspective of children and young people could help shape significant projects or service changes.
- 1.13 The panel believe that by developing an entrepreneurial approach to specialist service delivery to generate income, and by engaging and training volunteers, ChYpPS can maintain and hopefully increase its capacity into the future whilst reducing the net cost, in real terms and over time, to the City Council's budget.
- 1.14 Their recommendation is to cash limit the ChYpPS service in 2013/14 and 2014/15. If agreed, this would give the service 12 months to prepare for a new way of working. The Panel recommend that a draft Business Plan be reported to Community Services Scrutiny Committee in October 2012 setting out how the service will move forward and how it will deliver additional income and maintain capacity during 2013/14, 2014/15 and beyond.

2. Recommendations

The Executive Councillor is recommended to:

- 2.1 Agree the mission for ChYpPS as set out in paragraph 7.1.1
- 2.2 Agree that ChYpPS seek to deliver this mission by following the approach set out in paragraph 7.2.2 (a-f)

- 2.3 Agree that ChYpPS adopt the values set out in paragraph 7.3.1 (a-f)
- 2.4 Agree that ChYpPS measure success using the indicators set out in paragraphs 7.4.1 (a-e) and 7.4.2
- 2.5 Agree that ChYpPS be cash limited in 2013/14 and 2014/15 as set out in paragraph 7.5.1
- 2.6 Agree that ChYpPS bring a draft Business Plan to Community Services Scrutiny Committee in October 2012 setting out how the service will deliver additional income and maintain capacity during 2013/14, 2014/15 and beyond.

3. Background

3.1 A report to Community Services Scrutiny Committee on 17th February 2011 from the Director of Customer and Community Services set out the scope for a review of the Children and Young People's Participation Service.

3.2 The report set out, as the main purpose for the review:

To establish the future direction of the Children and Young People's Participation Service (ChYpPS), including links with other services.

A number of objectives were also established. They were:

- a) To define the purpose, priorities and outcomes for CHYPPS.
- b) To define the characteristics of the service's primary clients.
- c) To consider the relative merits of universal open access, targeted and preventative activities and their relevance to CHYPPS.
- d) To appraise different service delivery options.
- e) To explore the most appropriate governance arrangements and how these arrangements can enhance the coordination and accountability of partnership and collaborative work.
- f) To make clear how the CHYPPS contributes to the City Council's Vision

3.3 This report is from the member panel that undertook the review. It sets out the panel's findings and makes recommendations to the Executive Councillor for Community Development and Health about how the ChYpPS service should be provided in the future.

3.4 In 2005 the Children and Young People's Participation Service (ChYpPS) was created bringing together the Youth Development

Team, Youth Participation and the Children's Team within Community Development. This new service and the ChYpPS Strategy, which underpins its work, was the outcome of a major review involving many stakeholders, members as well as children and young people.

- 3.5 Although the service does provide services across a wider age range, the primary focus for CHYpPS work has been on:
- The needs of 9 – 13 year olds
 - Play and youth provision in neighbourhoods where children and young people live, particularly areas lacking opportunities.
 - City-wide projects bringing children and young people together from different parts of the city.
 - Creating opportunities for children and young people to be actively involved in and consulted on issues that affect them, their families and neighbourhoods.
- 3.6 Recent initiatives include developing the Urban Adventure Play Project (UAP) focusing on ways to create play opportunities using the natural environment; consultation on the provision of play equipment in growth areas and working with developers on play and youth strategies; events based in each of the four Areas; leading and participating in local projects to address national initiatives and area partnership priorities e.g. on anti-bullying work.
- 3.7 Since the introduction of the Children Act in 2004 a growing emphasis has been placed on working in partnership with other providers from both the public and voluntary sectors. Council officers now routinely work in partnership with colleagues from other sectors and also schools. These partnerships have jointly commissioned original research and projects on, for example work with Travellers, mental health services, family support and on improving access to social and recreational opportunities.
- 3.8 As of 2011/12, ChYpPS still forms part of the Council's Community Development service which now sits within the new Customer and Community Services Directorate. ChYpPS currently employs approximately 30 staff although this number fluctuates at different times of the year and has a budget of £637,700. 95% of this budget is for staff. In addition, ChYpPS will generate some money through partnership work. ChYpPS was awarded £200,000 of Big Lottery funding which has provided the new community play boat, the urban adventure play base at Cherry Hinton, new play provision on Bramblefields Local Nature Reserve in East Chesterton and Play Trails at Cherry Hinton Hall.

4. Context

- 4.1 Public perceptions about the safety of the urban environment for outdoor play, together with the huge growth in the availability of sophisticated exciting electronic games, are changing the way children and young people behave and inter-act. For example, there is less face to face inter-action and things tend to only hold the attention of children and young people for short periods of time. This is reducing the opportunities for children and young people to reap the benefits of more traditional 'play' which enables them to develop together through social inter-action and exploration.
- 4.2 The recession, pressure on public and voluntary sector expenditure and changes in Government policies in education, health and community safety, along with the potential for enhanced roles in the delivery of public services for the voluntary sector and social enterprises, are providing new challenges as well as opportunities to reconsider how the needs of children, young people and their families can be met in future.
- 4.3 We need to understand and take advantage of these changes to ensure we can maximise the availability of both physical and human resources to promote, facilitate and enrich play opportunities for our children and young people.
- 4.4 In the context of the overall financial pressures on the City Council's budget, we need to remember that ChYpPS is a discretionary service. The City Council's 'One Council' approach is facilitating much closer working between departments and services. We need to ensure that ChYpPS is operating effectively within this context to avoid duplication, to ensure the voices of children and young people can influence wider service delivery and to ensure ChYpPS is focused on the Council's priority areas and that it delivers value for money.

5. Review process

- 5.1 The review was carried out by a small panel of 3 members. The panel heard evidence from staff, partners and young people at a number of panel meetings. They also attended some of the ChYpPS events during the summer programme and experienced the Urban Play Base at Cherry Hinton. The panel members were:

Councillor Andrew Blackhurst (elected Chair of the Panel)

Councillor Amanda Taylor

Councillor Carina O'Reilly (Opposition Spokes for Community Development and Health)

- 5.2 Cllr Bick also attended meetings of the panel. The panel was supported by Toni Birkin, Committee Manager and Trevor Woollams, Head of Community Development. Liz Bisset, Director of Customer and Community Services also attended meetings. Evidence was primarily supplied by Paula Bishop, Children and Young People's Services Manager, and her team. Guests including partners and staff were invited to give evidence at specific meetings. Appendix 1 gives a summary of the panel meetings.
- 5.3 Although the review panel had a clear purpose and objectives, the process enabled the panel to decide its own lines of inquiry. The first formal panel meeting, on 30th June, was taken up by a series of presentations to give members information about the services provided by the ChYpPS (who they are, what they do, why they do it, what they cost etc.). Members were also given similar presentations on the County Council's Children's Services and on the services provided for children and people by Romsey Mill. At the end of this meeting the panel discussed lines of inquiry that they wanted to follow. These lines of inquiry were followed up by officers and explored by the panel at subsequent meetings. As the review progressed, the panel began to focus on a few key issues which were explored in more detail.
- 5.4 In parallel to the member panel, young people engaged with ChYpPS were invited to join a 'ChYpPS Critics' focus group. This group developed 2 short questionnaires – one for children and young people to complete and one for parents and carers. They consulted other young people and their parents/carers during the summer events programme. Sessions were also held with ChYpPS staff and the findings from both groups were presented to the panel at the Meadow Centre on Saturday 10th September to inform the review.
- 5.5 Further panel meetings explored the benefits of 'urban play', the relationship between ChYpPS and local schools and the way ChYpPS works with other City Council services.
- 5.6 The panel were then supported by the Head of Community Development in the production of this report.
- 5.7 The evidence produced and examined was extensive and so a 'ChYpPS Background Pack' has been placed on the Council's website at the following link for people who wish to read about the issues in more depth.
<http://www.cambridge.gov.uk/democracy/ecSDDisplay.aspx?NAME=SD719&ID=719&RPID=25632251&sch=doc&cat=13024&path=13020%2c13021%2c13024>

5.8 Minutes and papers for the various panel meetings are available on request from the Children and Young People's Services Manager

6 Summary of Findings

Please refer to Appendix B which provides a commentary and more detail about the panel's findings. A bulleted summary is given below.

6.1 Purpose, priorities and outcomes of the ChYpPS

- Play is fundamental to the health, well-being and development of each and every child.
- ChYpPS provide play activities in neighbourhoods that are safe and that have open access.
- ChYpPS staff are trusted by children and young people
- ChYpPS enables children and young people make decisions about the things they want to do.
- ChYpPS enables children and young people to explore and to experience things that are stimulating, different, challenging and edgy.
- The open access service informs some targeted activities for children and young people with specific needs.
- ChYpPS is and will be working with children and young people in new communities to help them integrate.

6.2 Characteristics of the service's primary clients.

- Primarily 9-13 age range but older and younger children and young people are welcome.
- Older children tend to want different provision that is less organized or more spontaneous.
- ChYpPS provide some activities for older children with specific needs but there are also other providers.
- ChYpPS would need additional funding to expand service provision for older children.

6.3 Relative merits of universal open access, targeted and preventative activities and their relevance to CHYPPS.

Universal open access

- Not all children have equal access to play
- Not all parents and carers have time for play
- Access to play is not necessarily related to income
- Universal open access play is preventative

- Universal open access play enables children and young people to mix with others in a safe environment, make new friends, learn social skills and build self-esteem.
- Through play, children and young people learn to respect their local neighbourhood and become active citizens, strengthening local communities.
- The universal open access play approach enables ChYpPS staff to identify and help children and young people who have particular needs.
- It enables ChYpPS staff to identify safeguarding issues and seek help for individuals who are at risk of harm.
- The universal open access service provided by ChYpPS is unique
- The City Council's vision is for a city where people matter, which is a good place to live, learn and work and that cares for the planet.

Targeted

- Can assist small groups of children with common needs
- Can address an existing need (e.g. safeguarding)
- Can be preventative (e.g. teenage pregnancy, obesity)
- Can use specialist facilities (e.g. Play Boat, Urban Adventure Play Base)
- Work in partnership (match appropriate skills to need)

6.4 Appraisal of different service delivery options.

- Universal open access service can accommodate increased demand (e.g. summer activities programme)
- Need to maximise opportunities and resources through partnership working
- Need to embrace the 'One Council' approach and work closely with other Council services to maximise opportunities and ensure children and young people have influence across services.
- Opportunities to embrace the voluntary sector (groups and individuals) to increase the capacity of ChYpPS and broaden activities and outcomes for children and young people
- Opportunities to use the unique skills of ChYpPS staff and the facilities to offer consultancy (e.g. training) and specialist play programmes to other providers (e.g. schools) to generate income.

6.5 Governance

- Partnership working through the South Cambridgeshire and Cambridge Children's Area Partnership is key.
- Partnership working is key to delivering sustainable growth.

- ChYpPS' neighbourhood approach facilitates area working, the involvement of children and young people in local activities and builds a sense of pride in their local area. This approach means ChYpPS are well placed to respond to priorities identified at area committees.
- ChYpPS played a significant role in the North Area Pilot.

6.6 Contribution to the City Council's Vision

ChYpPS is about people and makes a significant contribution towards:

- A city which is diverse and tolerant, values activities which bring people together and where everyone feels they have a stake in the community.
- A city whose citizens feel they can influence public decision making and are equally keen to pursue individual and community initiatives.
- A city where people behave with consideration for others and where harm and nuisance are confronted wherever possible without constraining the lives of all.

6.7 Value for Money

- Greater engagement and closer working with volunteers and voluntary groups.
- Entrepreneurial approach to providing specialist training and play programmes to other providers to generate income.

7. Conclusions and Recommendations

7.1 What ChYpPS' Mission should be

7.1.1 Given the findings in section 6, the member panel believe the mission for the ChYpPS in future should be:

To enrich the growth and development of the city's children and young people through play and to give children and young people a voice in the development of their city.

7.2 How ChYpPS should achieve their Mission

7.2.1 The panel believe that ChYpPS should take more of a community development approach to its work to utilise and build capacity within local communities working in their local neighbourhoods. Over time, this will enable ChYpPS to grow and enable more children and young people to access their activities.

7.2.2 With this in mind, the panel recommend that ChYpPS's mission should be achieved in a number of ways:

- a) Through the direct leadership of open access neighbourhood play activities including provision in new neighbourhoods.
- b) By harnessing and expanding communities' capacity to participate in and lead play activities through engagement with voluntary groups and volunteers, providing training and co-ordinating activities. This could enable ChYpPS to effectively increase its capacity by:
 - I. delivering open access activities which are run by ChYpPS staff
 - II. delivering open access activities which are run by ChYpPS staff working alongside volunteers who have been trained by ChYpPS (this work should start in 2012 so that volunteers can be involved in delivery of the summer 2012 events programme).
 - III. Delivering open access activities which are run by voluntary groups who have been trained by ChYpPS and who work within ChYpPS guidelines.
- c) Through the provision of expertise in play to third party organisations (for example, schools) by offering a professional training and consultancy service.
- d) Through the provision of bespoke or specialist adventure play programmes to third party organisations.
- e) Through the direct leadership of targeted play activities in partnership with other organisations and agencies in the city where this meets the City Council's objectives.
- f) Through closer and joint working with other City Council services.

7.3 What ChYpPS' values should be

7.3.1 The panel recommend that ChYpPS sign up to a clear set of values:

- a) The safety and well-being of children and young people is paramount
- b) Promoting active citizenship
- c) Promoting care and respect of other people and the city's physical environment

- d) Working in partnership
- e) The “One Council” approach – supporting other City Council services and harnessing their expertise and resources to maximise opportunities.
- f) Fostering a spirit of enquiry, learning, adventure and challenge

7.4 How ChYpPS should measure success

7.4.1 The panel recommend the following performance indicators are used to measure the ChYpPS in future:

Universal Open Access Play

- a) The number of activities provided
 - Total number
 - Type
 - Frequency
 - Area / neighbourhood
 - Directly and through enabled voluntary effort
- b) Numbers of children and young people participating in activities
 - Total numbers attending
 - As a percentage of the City-wide population within the relevant age range
 - Gender
 - Area / neighbourhood

Targeted Play

- c) The achievement of pre-agreed outcomes for individual targeted projects.

Across the Service

- d) The number of volunteers actively participating with ChYpPS
- e) The amount of income generated (e.g. through consultancy or grant)

7.4.2 In addition, the panel recommend that the Universities are approached to explore opportunities for an academic study of ChYpPS to measure its outcomes.

7.5 How ChYpPS should be funded in future

7.5.1 The panel recommend that ChYpPS' budget should be cash limited (i.e. not increased by inflation) in 2013/14 and 2014/15 and that the shortfall should be off-set by additional income generated during these

years by a greater entrepreneurial approach to service delivery. This will give ChYpPS a year to test ideas and promote its services.

7.5.2 The panel further recommend that a draft Business Plan be presented to Community Services Scrutiny Committee in October 2012 showing how ChYpPS will move forward and deliver the additional income required from 2013/14 to offset the proposed cash limiting of the service.

8. Implications

(a) Financial Implications

Assuming inflation of 2.5%, ChYpPS will need to generate additional income of approximately £16,000 in 2013/14 and £32,000 in 2014/15 to offset the cash limiting recommendation.

(b) Staffing Implications

There are no immediate staffing implications. The Business Plan will need to include staffing requirements.

(c) Equal Opportunities Implications

An Equalities Impact Assessment of the anticipated impact of the changes on children and young people was carried out on 25th November 2011. This concluded that there would be no adverse impact provided that the capacity of the service could be maintained through additional income and additional support from volunteers. It was also recognised that the changes may provide an opportunity to increase capacity and, therefore, to extend the service.

The EQIA should be re-visited when the Business Plan has been produced.

(d) Environmental Implications

The environmental impact of the recommended changes will be nil provided the capacity of the service is maintained.

ChYpPS works hard to promote environmentally sustainable practices with children and young people and their neighbourhood approach to play activities helps to foster pride, care and respect of other people and the city's physical environment

(e) Consultation

Extensive consultation and engagement has been carried out to inform this review and is detailed within the report.

(f) Community Safety

As mentioned in (d) above, ChYpPS approach helps to foster pride, care and respect of other people and the city's physical environment. ChYpPS staff liaise closely with local police officers and sometimes work with the Safer Communities team on targeted work with groups of young people on community safety issues. However, it must be emphasised that ChYpPS is not an enforcement agency and it is important for the service to retain a non-judgemental and trusting relationship with children and young people.

9. Background papers

These background papers were used in the preparation of this report:

- ChYpPS Review - Background Pack:
<http://www.cambridge.gov.uk/democracy/ecSDDisplay.aspx?NAME=SD719&ID=719&RPID=25632251&sch=doc&cat=13024&path=13020%2c13021%2c13024>
- ChYpPS Review - minutes and papers (available from the Children and Young People's Services Manager Tel: 01223 457872, e-mail paula.bishop@cambridge.gov.uk)
- Equalities Impact Assessment dated 25.11.11
<http://www.cambridge.gov.uk/public/docs/chypps-review-equality-impact-assessment-2011.pdf>

10. Appendices

Appendix A: List of Panel Meetings and Activities
Appendix B: The Panel's Findings

11. Inspection of papers

To inspect the background papers or if you have a query on the report please contact:

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Appendix 1. Panel Meetings and Activities

Date	Location	Issues covered	Participants
30.6.11	Guildhall	<ul style="list-style-type: none"> • What ChYpPS does, why, how, cost, staff etc. • What the County Youth Service does, why, how, cost, staff etc. • What Voluntary Sector does (using Romsey Mill as example) 	<ul style="list-style-type: none"> • Member Panel • Exec Cllr • DC&CS • HoCD • ChYpPS manager • County CYP manager • Romsey Mill manager
20.7.11	Brownsfield Centre	<ul style="list-style-type: none"> • Understanding existing priorities • Mapping of provision for young people in the City • Prep for consultation with young people, families and ChYpPS staff 	<ul style="list-style-type: none"> • Member Panel • Exec Cllr • DC&CS • HoCD • ChYpPS manager
10.9.11	Meadows Centre	<ul style="list-style-type: none"> • Review of summer events programme • Consultation feedback from staff, young people, parents • Provision for Children & Young People by other councils 	<ul style="list-style-type: none"> • Member Panel • Exec Cllr • DC&CS • HoCD • ChYpPS manager • ChYpPS staff
12.10.11	Guildhall	<ul style="list-style-type: none"> • Review of evidence so far • Focus on emerging themes 	<ul style="list-style-type: none"> • Member Panel • HoCD
2.11.11	Urban Adventure Play Base	<ul style="list-style-type: none"> • Tour of The Dec Bus • Experience the UAP • Discussion with Schools (Fawcett & International) • Discussion with Police 	<ul style="list-style-type: none"> • Member Panel • Exec Cllr • DC&CS • HoCD • ChYpPS manager • ChYpPS staff • Teachers • Police • County Locality managers
8.11.11	Guildhall	<ul style="list-style-type: none"> • How ChYpPS works with other Council services • Staff training • Activities – coverage across the City 	<ul style="list-style-type: none"> • Member Panel • Exec Cllr • DC&CS • HoCD • ChYpPS manager • Staff from: <ul style="list-style-type: none"> • Housing • Arts & Rec • Community Safety • Corporate Strategy
23.11.11	Guildhall	<ul style="list-style-type: none"> • Shaping the panel's report 	<ul style="list-style-type: none"> • Member Panel • HoCD

APPENDIX B

The Panel's Findings

This appendix uses the same numbering as Section 6 of the main report for ease of reference.

6.1 Current purpose, priorities and outcomes of CHYPPS.

- 6.1.1 The panel has heard evidence and believes that play is fundamental to the health, well-being and development of each and every child. ChYpPS ensures children and young people have access to play through staff who are safe (CRB checked), skilled (trained and experienced), non-judgemental and they can trust.
- 6.1.2 ChYpPS is about enabling children and young people to develop through play. It is about creating safe places for children and young people to come together in their neighbourhoods, to meet other people and to experience childhood as children and not just as adults of the future.
- 6.1.3 ChYpPS is about listening to children and young people, actively involving and helping them make decisions about the things they want to do and listening to what they have to say about issues that affect them in their local communities. It is also about providing opportunities for children and young people to explore – to experience things that are stimulating, different, challenging and edgy.
- 6.1.4 ChYpPS primarily delivers a universal open access service for children and young people which is open to all, free at the point of delivery and easily accessible. ChYpPS enables any child or young person from across the city to engage in play, learn and develop. This universal open access service informs the more targeted services that ChYpPS provides (often through partnership work with other service providers) for some children and young people with particular needs. These children and young people are often identified through ChYpPS universal open access work which enables ChYpPS to help them through the targeted work or by making referrals to other agencies.
- 6.1.5 ChYpPS is playing an important role in the growth of the city ensuring children and young people in new and existing

neighbourhoods are brought together to build cohesive communities and actively involving them in local activities and the design of new play equipment.

6.2 Characteristics of the service's primary clients.

- 6.2.1 The primary focus for ChYpPS is the 9 to 13 age range across the city but all children are welcomed. Appendix C shows the coverage of the 2011 summer activity programme across the city. Younger children often join open access activities and we need to be mindful of the number of under 5 year olds who attend (under 5 year olds must attend with a parent or guardian). ChYpPS should not be seen as a substitute for childcare.
- 6.2.2 Whilst older teenagers are not excluded from ChYpPS' organized play activities, some of them do start to withdraw from such engagement as their interests change. Organised play can also be viewed as 'un-cool' by some older children. The panel recognized that these young people need different provision and noted that ChYpPS does provide some provision that is more targeted at older and more vulnerable teenagers. Examples include consultation activities and the 'Here and Now' youth group and drop-in sessions at Newton Q (at the Meadows Community Centre).
- 6.2.3 The panel acknowledged the needs of older teenagers but agreed that ChYpPS might not be the most appropriate service to deliver increased provision as this would either require significant additional investment from the Council or it would mean taking resources away from ChYpPS' primary client group. The panel acknowledged that other Council services (for example, Arts and Recreation) and other organisations also provide activities and services for older teenagers.
- 6.2.4 Some other activities organized by ChYpPS are promoted at specific age groups. For example, activities on the DEC (the ChYpPS play bus) are aimed at children of 8 and over.
- 6.2.5 Some of ChYpPS's clients are children with particular needs. For example, children with low self esteem, children who find it difficult to relate to others or children from more deprived minority groups. This may involve targeted work that ChYpPS delivers itself (for example, through the HeyDaze programmes which often include children referred to ChYpPS by other agencies), through partnership projects e.g. Rascal Redeemers which is delivered in

Abbey by ChYpPS and Romsey Mill or through referrals by ChYpPS to other service providers like Romsey Mill, Centre 33 or the County locality teams.

6.3 Relative merits of universal open access, targeted and preventative activities and their relevance to CHYPPS.

6.3.1 The panel has explored the merits of universal open access, targeted and preventative activities. The benefits of ChYpPS providing a universal open access service open to all the children and young people of Cambridge are many and are significant.

- Not all children have equal access to play
- Not all parents and carers have time for play
- Access to play is not necessarily related to income
- Universal open access play enables children and young people to mix with others in a safe environment, make new friends, learn social skills and build self-esteem.
- Through play, children and young people learn to respect their local neighbourhood and become active citizens, strengthening local communities.
- The universal open access play approach enables ChYpPS staff to identify and help children and young people who have particular needs.
- It enables ChYpPS staff to identify safeguarding issues and seek help for individuals who are at risk of harm.
- The universal open access service provided by ChYpPS is unique
- The City Council's vision is for a city where people matter, which is a good place to live, learn and work and that cares for the planet.

6.3.2 It is difficult to measure the actual *outcomes* delivered by ChYpPS' work as often the children and young people engage with ChYpPS over relatively short periods. The panel looked at this issue in some depth and have considered how other service providers measure success. ChYpPS already measures attendance and ask children and young people what they thought of the various activities they attend. Whilst this gives some useful feedback, it doesn't show us whether or how ChYpPS has actually changed the lives of children and young people. However, there is a plethora of academic research which has studied the longer term benefits of play on the development of young people and reinforces its importance (see ChYpPS Review Pack).

- 6.3.3 The UN Convention on the Rights of the Child (Article 31) states that every child has the right to engage in play.
- 6.3.4 The benefits of play are recognized by many of the schools within Cambridge. ChYpPS has good relationships with around 75% of primary schools, promoting local events and activities and running sessions with their pupils.
- 6.3.5 The universal open access approach to play is also a preventative approach. Not only does it help to identify those children that need more intensive support or those at risk of harm, in building the self esteem and social skills of our children and young people and enabling them to grow to care about their neighbours and their local neighbourhood, we are building stronger and more sustainable communities for the future.
- 6.3.6 A more targeted approach is required where individuals or small groups of children would benefit from more intensive or specialist support. Whilst ChYpPS have specialist skills and access to facilities (such as the play boat and the urban adventure play base) that lend themselves to small group activities, there are also many other agencies offering targeted services.
- 6.3.7 The panel noted that the partnership approach to children and young people's services was very important to ensure that the most appropriate provider or providers were used to address the more specific needs of these children. The partnership approach was also important to avoid duplication of work across agencies.
- 6.3.8 Targeted work can be both an intervention to resolve an issue (for example, safeguarding issues) or preventative to try and reduce the impact of certain behavior on a child's future well-being (e.g. their health or their education). The panel heard how ChYpPS staff have worked with groups of young people to address needs identified by other council departments (e.g. to address anti-social behavior issues in Cherry Hinton) and needs identified through partners (e.g. healthy eating).
- 6.3.9 The panel recognized that the universal open access, non-judgmental nature of the service and the high profile that ChYpPS workers have with children and young people across the city has resulted in a strong and trusted brand for both children and their parents which acts as a 'shop window' for the City Council.

6.4 Appraisal of different service delivery options.

- 6.4.1 As mentioned above, the universal open access approach of ChYpPS is unique and brings significant benefits to children and young people. This approach enables staff to identify particular needs that can be addressed through sign-posting to other specialist providers, other services within the Council or through targeted work by ChYpPS themselves.
- 6.4.2 However, the panel heard how the difficult financial climate was having on children and young people's service providers. The County Council's Children and Young People's service has seen a significant reduction in its budget over the last 2 years and has re-focused its work on targeting the individual children and young people that need the most help. In particular, those that are at risk of becoming NEETs (not in education, employment or training) when they are older.
- 6.4.3 As public sector organizations and families find their financial position more challenging, the voluntary sector is finding it increasingly difficult to raise funds. This is also beginning to impact on the services they provide to children and young people. It was noticeable that attendance at the ChYpPS summer activities events was higher than previous years. Feedback from parents and carers suggested that many families had decided not to book summer holidays and were grateful for the free activities provided by ChYpPS.
- 6.4.4 Again, this emphasizes the need for a partnership approach to services for children and young people. The South Cambridgeshire and Cambridge City Children's Area Partnership brings together providers across the statutory, educational and voluntary sectors and seeks to ensure work is coordinated and taken forward by the most appropriate partner. It has started to commission work through a limited amount of pooled funding.
- 6.4.5 The panel explored the way in which ChYpPS works with services across the City Council. There was an interesting discussion with service managers from Housing, Arts and Recreation, Community Safety, Corporate Strategy and Neighbourhood Community Development. In particular, they discussed opportunities for ChYpPS to facilitate a better understanding for managers about the views of young people and how they relate to their services. There was acknowledgement of some good joint working between

ChYpPS and some service areas. For example, in Big Weekend, in designing new play areas, in engaging new communities, in work to prevent anti-social behavior and in work with corporate strategy to shape the Council's Consultation guidelines. However, there are also clearly opportunities to build upon the 'shop window to the Council' that the ChYpPS brand presents for young people so that children and young people can have a greater say in how services are provided.

- 6.4.6 In particular, there are significant benefits in building upon the joint work and strong relationships between ChYpPS and Arts and Recreation which engages with large volumes of young people through events and sporting activities. Both services work with partners such as schools, voluntary groups and health service providers.
- 6.4.7 ChYpPS works closely with a number of voluntary organizations in delivering its targeted work. In terms of the broader universal open access service, ChYpPS has supported volunteers to work with staff for a period, giving them the opportunity to learn new skills and gain work experience. As an example, the 'Yeti' project gave young people who were not in education or employment the chance to gain experience working with children under the supervision of ChYpPS staff.
- 6.4.8 The panel discussed whether ChYpPS should actively promote opportunities for volunteering within its universal open access service. Panel members thought this may bring significant benefits to the volunteers (especially if they were young people who would learn new skills), the service (by increasing its capacity without additional cost) and the children and young people of Cambridge (who could benefit from a greater range of activities).
- 6.4.9 The panel thought that volunteers could be trained and encouraged to work alongside ChYpPS workers to help run play activities. There may also be local voluntary groups who would like to run activities in their neighbourhood who could be trained and supported by ChYpPS. Both of these options could potentially increase the capacity of ChYpPS and expand the number of activities across the city.
- 6.4.10 There was, however, an acknowledgement that such an approach would need to be taken forward carefully with full regard to safeguarding policy and procedures.

- 6.4.11 A strength of ChYpPS is the effort placed on staff training and development. All staff are encouraged and given opportunities to learn new skills and work towards qualifications. It is clear that many staff have gained the skills and qualifications required to deliver specialist services that are of interest to other children and young people service providers.
- 6.4.12 On the evening of 2nd November the panel met at ChYpPS' urban adventure play (UAP) base to experience for themselves what this facility can offer in terms of adventurous and 'edgy' play for children and young people. The panel were joined by teachers from 2 local schools who acknowledged that such a facility together with suitably trained staff (some of the ChYpPS staff are Forrest School trained) was a real asset that provided stimulating and inspirational play opportunities for children and young people that helped to develop them into 'whole' young people.
- 6.4.13 The International School had recently commissioned ChYpPS to run a series of sessions at the UAP base. ChYpPS had designed the sessions to complement the curriculum and they had been very successful so far with the children taking their inspiration back into the classroom.
- 6.4.14 The panel and ChYpPS managers felt this example showed there were significant opportunities for ChYpPS to develop a more entrepreneurial approach, using both their skills and their facilities to offer specialist services to other providers.

6.5 Governance arrangements

6.5.1 The importance of partnership working was a constant theme throughout the review. The key partnership for ChYpPS is the South Cambridgeshire and Cambridge Childrens Area Partnership (SCCCAP). This partnership sits under the Cambridgeshire Children's Trust and brings together senior managers of local organisations in order to identify and develop priorities and commission local services. The purpose of the Children's Trust is to set the strategic direction and commissioning of services in Cambridgeshire in order to improve outcomes for children and young people in Cambridgeshire. A separate report to this scrutiny committee gives more detail about the partnership's work and its relevance for ChYpPS.

6.5.2 Partnership working is also crucial if we are to deliver sustainable growth. ChYpPS is already playing an important role with other

providers of services for children and young people as the southern fringe growth sites move forward. ChYpPS workers are part of a multi-disciplined sub group made up of partners who are developing and delivering a joint community engagement plan which will ensure existing and new residents come together to develop strong and cohesive communities. The sub group report up to the Southern Fringe Forum which is chaired by Cllr Blackhurst. Similar arrangements will be required across the north west Cambridge growth sites.

6.5.3 The local neighbourhood approach that ChYpPS has in engaging children and young people means ChYpPS is ideally placed to ensure children and young people have the opportunity to engage with area based working. ChYpPS has played a major role in the north area pilot, seeking the views of children and young people about their local area through the CB4 consultation programme and feeding these into the north area committee's action plan. They will need to be actively involved, and strengthen their links with area committees, as area working is rolled out to the other areas of the city.

6.6 How the CHYPPS contributes to the City Council's Vision

6.6.1 ChYpPS makes a significant contribution towards the City Council's vision. Primarily the service is about 'people'. It is about providing opportunities for all our young people to participate in play activities, to inter-act and build new relationships, to learn and develop, to make choices and to help shape and strengthen their local neighbourhoods.

A City where people matter:

- A city which is diverse and tolerant, values activities which bring people together and where everyone feels they have a stake in the community.
- A city whose citizens feel they can influence public decision making and are equally keen to pursue individual and community initiatives.
- A city where people behave with consideration for others and where harm and nuisance are confronted wherever possible without constraining the lives of all.

6.7 Value for money

6.7.1 In the current financial climate it is important for ChYpPS to work as efficiently as possible and to find new and innovative ways to reduce costs and/or generate additional income to enable it to continue to provide high quality services.

- 6.7.2 The panel believe that ChYpPS should take a more entrepreneurial approach to service delivery. It has much good work to build upon and there are a number of opportunities to use the skills of its staff and its exciting and unique facilities to offer a high quality service to other providers. These opportunities range from specialist training and consultancy to facility hire and adventure play programmes. Some of these opportunities will help build capacity across other providers which will ultimately improve the overall 'offer' for the city's children and young people. If successful, they will all provide income and help to ensure ChYpPS is financially sustainable into the longer term.
- 6.7.3 Providing opportunities for volunteers to receive training and to work with ChYpPS in the delivery of play activities, or for voluntary groups to be trained and supported to run their own groups will also help to build capacity within ChYpPS and across the city.
- 6.7.4 The panel believe that this approach will enable ChYpPS to maintain its current level of spending and service provision whilst reducing the net cost to the Council over time.