

# Bolton Council

**Report to:** Executive Cabinet Member - The Deputy Leader and Executive Cabinet Member - Regeneration and Resources

**Date:** 17<sup>th</sup> August 2015

**Report of:** John Livesey, Acting Director, Children's and Adult Services

**Report No:**

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**Report Title:** Savings and Efficiencies Proposals – Youth and Play Service

**Confidential / Non Confidential:**

**(Confidential Not for Publication)**

This report is exempt from publication by virtue of Paragraph 1 of Schedule 12A to the Local Government Act 1972.

**Purpose:**

To set out proposals to review the Council's Youth and Play Services, to achieve more integrated service delivery and to also deliver savings.

**Recommendations:**

The Executive Cabinet Member is recommended to approve the attached report for consultation purposes with trades unions, staff and stakeholders.

**Decision:**

**Background Doc(s):**

*(for use on Exec Rep)*

**Signed:**

\_\_\_\_\_  
Leader / Executive Cabinet Member

\_\_\_\_\_  
Monitoring Officer

**Date:**

**Summary:**

An Executive Summary is set out within the report below which includes the following appendices:

- Appendix 1 Existing Organisational Structure
- Appendix 2 Proposed Organisational Structure
- Appendix 3 Proposed Youth & Play Session Closures  
Proposed Holiday Play Session Closures
- Appendix 4 Equality Impact Assessment

Please note that relevant Job Descriptions and Person Specifications are available on request.

## **1.0 Background**

- 1.1 On the 10<sup>th</sup> November 2014, the Council's Cabinet approved the start of consultation on a programme of savings covering the years 2015/16 and 2016/17.
- 1.2 The Council subsequently approved savings options in February 2015, following the December 2014 Local Government settlement, in order to meet an increased savings target of £43.4m for the 2015/17 period.
- 1.3 Following the significant budget reductions already made by Bolton Council, further savings will be very challenging and will result in a reduction in staffing and resources across the Department that will inevitably impact on the services provided to children, young people and adults in the Borough.
- 1.4 Decisions about where savings can be made within Children's & Adult Services and Public Health are difficult. However, in the budget report of February 2015, the Council identified a set of criteria against which departmental and corporate savings targets will be allocated, to ensure that organisational priorities and values are protected as far as possible. This includes that as much as possible should be found from:
  - Reductions in management, administration and from further efficiencies
  - Protecting the most vulnerable with lower levels of savings found from children's and adults social care services
  - Protecting services to individuals and areas in greatest need and deprivation
  - Efficiencies and non-frontline reductions where possible.

## **2.0 Executive Summary**

- 2.1 The proposals for savings and efficiencies across the Council's Youth & Play Service teams are in three areas:
  - Staffing costs
  - Activity and other budgets
  - Buildings costs
- 2.2 The financial saving resulting from the proposals set out in this report equals £442,000. This equates to approximately 33% of the current total Youth and Play Services budget.

2.3 **Staffing:** As the largest element of the Youth and Play Service budget is staffing, it is inevitable that the number of posts within the service will need to be reduced in order to meet the required savings target. The proposals set out for consultation are for a total reduction in staff establishment by 9.22 FTE from 40.92 FTE.

2.4 Staff savings have been identified in a manner which seeks to minimise the impact of reduced staffing on front line delivery. As far as possible, staffing reductions will be achieved through the deletion of vacant posts from:

- Play and Youth worker posts
- Management posts
- Support posts

2.5 **Activity and Other Budgets:** A number of activity related savings have been identified. These include:

- Reducing the mainstream (year-round) play service programme by 50% and a further reduction in the number of places/capacity at the remaining sessions.
- Ceasing youth provision across a number of youth centres; equivalent to 25% of core year round offer.
- Ceasing the Summer Playscheme Programme (100%); an associated saving will also be made by not recruiting casual summer staff.
- Ceasing the historical subsidy for room hire for schools to support 'Uniformed' groups. This has diminished over the past few years to a small number and it is proposed that this subsidy is withdrawn.
- Transfer of Harvey Childcare Scheme to Heywood Centre to improve access, consolidate staffing capacity and make efficiencies.
- Reducing the overall operational budgets in-line with the reduction in activity.
- Reviewing the use of the vehicle fleet and making efficiencies.

2.6 **Buildings savings:**

To minimise the impact on front line delivery, savings have also been identified from the more efficient use of buildings. A number of options are proposed, including shared use of buildings with other partners. It is however, proposed to close 2 operational Youth and Play Centre buildings and cease operations from a third.

- 2.7 It is important to note that this review relates only to the Council's 'in-house' services. In line with the council priorities of protecting the most vulnerable there are no proposals to close any direct provision for children and young people with disabilities.
- 2.8 The Council provides financial support to voluntary organisations, and savings in this area will be subject to a separate review and are therefore excluded from the scope of this report.
- 2.9 These proposals, if agreed, will form the basis for consultation with trades unions, staff, elected members and key service users. It is anticipated that final proposals would be considered in November 2015, with revised staffing structures implemented as soon as is practicable in 2016.

### **3.0 Introduction and Rationale for review**

- 3.1 The **Positive Contribution/5-19 Service** contributes to the Council agenda of improving outcomes by providing services for children and young people (aged 5 to 19) and their families.
- 3.2 The service provides a universal offer of positive activities, information, advice and guidance that provides support for all children and young people to meet their life potential by increasing engagement, attendance and attainment.
- 3.3 For more vulnerable young people an early intervention and targeted model is used, which is based on early identification of need and referral to specialist services.
- 3.4 There is also a focus on sport, physical activity and promotion of healthy lifestyles for Bolton residents.
- 3.5 The service areas fall under the responsibility of a Head of Service, who takes wider management responsibility for:
- Youth and Play Services
  - Outdoor Learning and Adventure
  - Targeted Youth Support (including the Street-Based Team)
  - Sport/Active Living Teams.
- 3.6 The **Youth Service** delivers positive activity and issue based programmes (out of school hours, evenings and weekends) for 13 to 19 year olds. Services are provided across the Borough in Council run youth centres and other community facilities, as well as through mobile units. Activities are themed around

development of life-skills and other issues including employment, education, health etc. as well as more traditional 'youth club' activity. All sessions are offered free of charge or at very low cost. The core programme of activity (32 sessions per week) runs year round, including most school holidays. Specific additional support and targeted sessions run for young people with disabilities and other vulnerable groups. An average youth work session has 3 staff (two at Level 1 and one at Level 2); Youth workers typically work between six and nine hours per week in the evenings.

- 3.7 The **Play Service** delivers positive activity provision (both open access and paid for childcare) for children aged 4 to 12, in centres and facilities across the borough. There are 37 'core' sessions per week that run after school and early evenings plus some weekend sessions. The programme continues to operate throughout the school holidays, with additional and extended sessions to meet increased demand. Activities include arts, crafts, sports, games, day trips etc. Sessions are offered free of charge with the exception paid childcare at the Harvey Children's Centre and holiday only childcare at Castle Hill Centre.
- 3.8 Integrated sessions are offered to children with disabilities and special educational needs within mainstream provision. Harwood and Barlow Park Centres offer specialist sessions; which are adapted to meet the needs of children and young people with complex care needs.
- 3.9 A programme of play and youth sessions are delivered in the Summer holidays for over 3000 children and young people across the borough. These additional sessions are provided through a 'bank' of casual staff (holiday time only). The Summer Playschemes offer both additional capacity/sessions at the core year round provision (mainly in our own centres) and additional holiday activity (mainly in parks and schools).
- 3.10 Frontline support to the voluntary sector is also offered through the service to build capacity, as well as to support the recruitment and retention of volunteers, training and quality assurance.

3.11 The current organisational structure is attached at Appendix 1; the services have a staffing establishment as follows:

<b>Staff Group(s)</b>	<b>Posts</b>	<b>FTE</b>
Youth Workers	44 (17)	12.15 (4.07)
Play Workers	26 (4)	17.77 (2.70)
Management/Team Leaders	4 (1)	4.0 (1.0)
Other *	8 (2)	7 (1.45)
<b>Total</b>	<b>82 (24)</b>	<b>40.92 (9.22)</b>

Note: ( ) Vacancies are shown in brackets.  
\* Other includes driver, caretaker, participation/development and support workers etc.

In summary there are:

- 82 posts - equating to 40.92FTE posts.
- 24 posts - 9.22 FTE are currently vacant.

3.12 A full breakdown of the existing staffing and other budgets for services is shown in Finance Table 1.

3.13 In addition to the permanent posts above, the service also employs a 'casual bank' of approximately 40 staff to support the 'additional' playscheme and youth sessions delivered during the main school holiday periods.



#### **4.0 Review Process to date**

- 4.1 The service has been subject to a number reviews in recent years, including the integration of Youth, Play and Sport under a single Head of Service; strengthening opportunities for joined-up delivery of services, sharing of resources and facilities and reducing duplication.

#### **5.0 Proposals for Change**

- 5.1 The budget savings proposals attempt to mitigate as far as possible the impact on front-line provision and staffing, as well as protecting specific services for vulnerable children and young people. Thus, savings from all areas have been considered, including options for buildings savings and reductions in operational budgets.

##### **5.2 Staffing Proposals:**

As the largest element of the service budget is staffing, it is inevitable that the number of posts within the service will need to be reduced in order to meet the required savings target.

- 5.3 Consequently, the proposal set out for consultation in this report includes a reduction to the staffing establishment of the Youth and Play Service. Pre- and post-review staffing structures are set out in Appendix 1 and 2.

- 5.4 The proposed changes are:

##### **Youth Workers:**

It is proposed that core youth provision for young people aged 13-19 be reduced by a quarter, with more detail in the activity section below. Consequently, should the proposals be agreed following consultation, it will be necessary to reduce the number of youth workers as follows:

##### **Delete:**

- 7 (2.39 FTE) Youth Worker posts (JNC Level 2) - Vacant
- 10 (1.68 FTE) Youth Worker posts (JNC Level 1) - Vacant

Posts are vacant due to prudent management of vacancies; however some of the work above is currently being covered by agency staff and occasional overtime for the existing staff team, which will end if the proposals are approved.

##### **Play workers:**

It is proposed that core play provision for children aged 4 to 12 be reduced by 50%, with more detail in the activity section below. Consequently, should the proposals be agreed following consultation, it will be necessary to reduce the number of play workers as follows:

**Delete:**

- 2 (1.5 FTE) Senior Play Worker posts (Grade 5) - Vacant
- 2 (1.2 FTE) Play Worker posts (Grade 3) - Vacant

Posts are vacant due to prudent management of vacancies; however some of the work above is currently being covered by agency staff and occasional overtime for the existing staff team, which will end if the proposals are approved.

**Deletion of other vacant posts:**

There are currently three other vacant posts in the service. All three have been vacant for a period of time and the responsibilities have been absorbed by other staff in the service and it is proposed that the following posts be deleted:

- 1 (1.0 FTE) Team Leader Youth & Play (Grade 8) - Vacant
- 1 (1.0 FTE) Development Worker (Grade 6) - Vacant
- 1 (0.45 FTE) Caretaker (Grade 2) - Vacant

The total saving associated with the proposed staffing reductions is approximately **£250,000**.

5.5 In a separate report detailing the proposed changes in the Targeted Youth Support Team (TYS) moving to the Youth Offending Team, it is proposed that the management of the Street Based Team (part-time sessional staff) move under the management of the Youth Service Team Leaders, who with the reduction in staffing and provision will have the necessary capacity to absorb this similar work.

5.6 The above proposals will involve changes to both staff numbers and roles, and this needs to be managed sensitively to minimise the impact on the existing staff, who have worked hard to provide a well-regarded service. The potential reduction in staff posts will be managed in accordance with Council policy and may be offset by a number of positive measures including:

- Management and removal of vacant posts; to reduce the need for compulsory redundancies in front line play and youth workers
- Voluntary early retirement (VER) or voluntary redundancy opportunities as appropriate.

5.7 **Activity and Other Budget Proposals:**

In addition to a reduction in the number of staff within the Youth and Play Service, a number of other savings have been identified and the details are outlined below.

**5.8 Ceasing Youth provision across a number of centres, equivalent to a quarter of core year round offer:**

Currently 32 youth sessions per week are offered at centres across the borough. It is proposed to reduce this by 25%, with closure of council run youth clubs within the following centres:

- John Holt Young People's Centre (Westhoughton)
- Youthopia (Johnson Fold)
- Orchards Young People's Centre (Harper Green)
- Waggon Road Young People's Centre (Brightmet)
- Sunninghill Young People's Centre (Rumworth) (1 of 3 weekly sessions only)

Other provision for younger children and community activity will still take place at John Holt, Waggon Road and Sunninghill.

It is further proposed to formally close the remaining two buildings (Youthopia and Orchards Young People's Centre); with more details below (See paragraphs 5.21 & 5.22).

**5.9 Closing half (50%) of the 'core' year round mainstream play service programme:**

Currently 37 play sessions per week are offered at centres across the borough; it is proposed that this be reduced by half to 18 sessions per week. There would also be a 33% reduction in places capacity to accommodate children at each remaining session, with the associated staffing reductions detailed above.

5.10 It is again important to note that specific disability provision will be protected, and any seasonal and local demand led changes will still be managed on a day to day operational basis.

5.11 Full details of the proposed reductions in both youth and play sessions are attached at Appendix 3.

**5.12 Closing the Summer Playscheme Programme:**

The services currently offer an extensive summer playscheme programme with up to 60 sessions per week, for over 3000 children and young people, in Council centres and community venues across the borough. It is proposed that this summer programme (and all other school holiday play programmes) cease, with associated savings achieved from no longer recruiting the casual staff that support the operation of the additional activity. Full details of the proposed holiday programme changes are also shown at Appendix 3.

- 5.13 It is again important to note that specific disability holiday provision will be protected, and any seasonal and local demand led changes will still be managed on a day to day operational basis. To support the delivery of any residual activity, year round play staff will normally be required to take annual leave outside the first 5 weeks of the main school summer holiday period.
- 5.14 **Transfer of ‘Harvey’ Childcare Scheme to Heywood Young People’s Centre:**  
The demand for the school-age childcare scheme run from Harvey Children’s Centre has outgrown the space available, and as such it is proposed to move it to bigger and recently refurbished premises nearby at Heywood Park Young People’s Centre. All children currently attending the Harvey Centre will be guaranteed a place at the new centre.
- 5.15 **Ending schools subsidy for premises usage:**  
The service currently subsidises schools for the rental of their premises by uniformed groups to deliver activity at a very small number of schools. This has diminished over the past few years to a small number; as such it is proposed this subsidy is withdrawn, saving £20,000.
- 5.16 **Savings from the services vehicle fleet:**  
It is proposed to reduce the vehicle lease fleet by one van and one minibus.
- 5.17 Finally a **reduction of £40,000 in the operational budgets** available to the service is also proposed.
- 5.18 The total saving associated with the proposed activity reductions is approximately **£142,000.**
- 5.19 **Building Savings Proposals:**  
A total saving of **£50,000** is proposed from development of joint working with other organisations and the closure of a number of operational youth centres. Part of the saving will be achieved through income generation at Farnworth and Horwich Centres. Each of the proposed building related savings is described below:
- 5.20 **Farnworth and Horwich Young People’s Centres:**  
It is proposed that both buildings are shared with suitable and complementary daytime tenants. Potential partners are currently being identified who will meet a proportion of the building’s running costs.
- 5.21 **John Holt Young People’s Centre (Westhoughton):**  
This building has been leased via Corporate Property Services to a voluntary organisation; it is proposed that Council youth provision from this building is ceased. The centre will continue to operate as a voluntary concern.

5.22 **Youthopia (Johnson Fold):**

This youth provision is based in a small two bedroomed property on the Johnson Fold Estate. The property is now needed as part of Bolton at Home's housing stock. Other Council, funded voluntary sector provision still exists on the estate as does a multi-use games area. It is proposed that the youth club is closed and the property is returned to Bolton at Home.

5.23 **Orchards Young People's Centre (Harper Green):**

This centre runs from within the Orchards/Greenfold School, it is underutilised and as such it is proposed that the youth centre is closed. The space is also needed to meet the demands of the school. This proposal applies only to the youth centre and not to any other activity on the site.

5.24 The proposed future budget and associated financial savings from the proposals above are summarised in Finance Tables 2 and 3 below. In total the proposals listed above afford **a combined saving of £442,000.**

5.25 These proposals, if agreed, form the basis for consultation with trades unions, staff, elected members, key service users and the public. It is anticipated that final proposals would be considered in November 2015 with revised staffing structures implemented as soon as is practicable in 2016.

**Table 2 – Financial Impact**

Post	Grade	Scp	FTE	Value	On costs	Total	Total Play	Total Youth
<b><u>Staffing Budgets</u></b>								
<b>Deletion of:</b>								
Caretaker	Grade 2	13	-0.45	-7,253	-1,947	-9,200		-9,200
Positive Activities Provision Team Leader	Grade 8	37	-1.00	-31,846	-8,554	-40,400	-40,400	
Development - Provision Worker	Grade 6	29	-1.00	-25,440	-6,860	-32,300	-32,300	
Senior Playworker	Grade 5	25	-1.50	-33,318	-8,982	-42,300	-42,300	
Playworker	Grade 3	17	-1.20	-20,846	-5,654	-26,500	-26,500	
Level 2 Youth Worker	Level 2	506	-2.39	-50,016	-13,484	-63,500		-63,500
Level 1 Youth Worker	Level 1	511	-1.68	-29,863	-8,037	-37,900		-37,900
<b>Summer Programme</b>								
				-60,100		-60,100	-60,100	
		<b>Total Staffing</b>	<b>-9.22</b>	<b>-258,682</b>	<b>-53,518</b>	<b>-312,200</b>	<b>-201,600</b>	<b>-110,600</b>
<b><u>Non Staffing Budgets</u></b>								
Premises						-17,900	0	-17,900
Transport						-13,900		-13,900
Supplies and Services						-78,100		-78,100
Income						-22,000		-22,000
		<b>Total Non Staffing</b>		<b>TOTAL</b>		<b>-131,900</b>	<b>0</b>	<b>-131,900</b>
		<b>Total Savings</b>				<b>-444,100</b>	<b>-201,600</b>	<b>-242,500</b>



## **6.0 Impact on Service delivery & potential mitigation**

### **6.1 Staffing & Youth/Play Provision**

#### **Youth & Play Workers:**

Due to prudent management of staff turnover, the majority of posts proposed for deletion are vacant and, with current and anticipated resignations it is envisaged that there will be sufficient numbers of posts to avoid the need to end any fixed term contracts.

#### **Deletion of other vacant posts:**

The 3 other vacant posts in the service have all been vacant for a period of time, are no longer required, and the responsibilities have already either ceased or have been absorbed by other staff in the service with no significant impact.

### **6.2 Activity and Buildings: Closing Youth provision, equivalent to a quarter of the core year round youth offer:**

The closing of youth provision can be mitigated to a degree as follows:

#### **John Holt Young People's Centre (Westhoughton):**

This centre is managed by a voluntary group, which also offers provision for young people from the local estate. The Council will cease youth provision at this site and cease using the building. The council is also currently proposing to support the development of a new complementary youth offer for the area from another local youth provider, part funded through the newly established Community Empowerment Fund.

#### **Youthopia (Johnson Fold):**

The building will be closed and returned to Bolton at Home to meet a significant need for housing stock in the area. There are a number of other funded voluntary sector youth providers on the estate that also offer well attended youth activity for local children and young people. The service also manages a well-used multi use games area on the estate which will remain supported.

#### **Orchards Young People Centre (Harper Green):**

This centre is underutilised and is not well attended, as such it is proposed to close the centre and return it to the management of the school.

#### **Sunninghill Youth Centre:**

It is proposed that 1 of the 3 sessions per week operating from this facility closes, a small rental saving will also be achieved. Other sessions run at the same time in nearby Heywood Park which young people will be directed to.

**Waggon Road Young People's Centre (Brightmet):**

The youth activity at this centre is minimal (1 night per week with low attendances) and according to data analysis, some local young people also currently travel to our centres nearby at Harwood and Leverhulme. The youth activity will cease but the building will remain open under council management.

**6.3 Closing half of the year round mainstream play service programme:**

Currently 37 play sessions per week are offered at centres across the borough, it is proposed this is reduced by half to 18 sessions per week. There will also be a 33% reduction in places capacity to accommodate children at each remaining session, with the associated staffing reductions detailed below.

6.4 There is no other significant provider of free open access play provision in the borough, and as such the reduction has been proposed to reduce the number of session available in each geographic area, rather than closing any individual play centres.

**6.5 Closing the Summer Play Programme:**

The services currently offer an extensive summer playscheme programme with up to 60 sessions per week, for over 3000 children and young people, in council centres as well as at community venues across the borough. It is proposed that these summer programmes (and other school holiday play programmes) are ended.

6.6 As above, there is no other significant provider of free open access holiday play provision across the whole of the borough; however this option is proposed as it mitigates the impact on existing staff, as the summer programme mainly employs additional fixed term casual support staff. It is possible that in future the Council's Community Empowerment Fund could be used to develop new provision.

**6.7 Transfer of 'Harvey' Childcare Scheme to Heywood Young People's Centre:**

The demand for the school-age childcare scheme run from Harvey Children's Centre has outgrown the space available, and as such it is proposed to move it to bigger and recently refurbished premises nearby at Heywood Park Young People's Centre. This should prove to be a positive move, in a bigger and more appropriate setting for school aged children.

**6.8 Ending school uniformed groups' subsidy:**

The service currently subsidises uniformed groups rental of school premises to deliver activity and it is proposed this subsidy is withdrawn. This arrangement only takes place in a very small number of schools and the Council will support those few schools to access external funding to support a short-term transitional atonement for the sustainability of the voluntary uniformed groups.

### 6.9 **Savings from the review of services vehicle fleet:**

It is proposed to reduce the vehicle fleet by one van and one minibus. The vehicles in question are underused and as such the impact will be minimal.

6.10 Finally the proposed **reduction in the operational budgets** available to the service will mean that there is a reduced activity budgets available to support the remaining youth and play sessions.

## 7.0 **Consultation and Next Steps**

7.1 The proposals set out in this report are for consultation only at this stage. Further to the report approved by the Cabinet on 10<sup>th</sup> November 2014 setting out the strategic option and commencing formal consultation, it is intended that the proposals contained within this report be the subject of a period of formal consultation with trades unions, staff and stakeholders. Key features of this consultation include:

- Staff at risk of redundancy to be issued with letters on 18<sup>th</sup> August 2015;
- Regular meetings will take place with trades unions to work through the proposals and their implications for staff;
- Time off provided for trades unions officials to meet with and provide support to staff;
- Staff briefing sessions will be organised for those staff at risk of redundancy who will also receive a Staff Consultation Pack explaining the proposals and what this could mean for their employment;
- Maintaining a new staff teamsite for all affected staff with key information, dates and frequently asked questions;
- Individual and corporate support sessions for staff; and
- Stakeholder consultation

7.2 Following the close of consultation, final proposals will be brought forward to take account of the responses received and alternatives put forward as appropriate. It is anticipated that formal approval of the final (revised if appropriate) proposals will be in November 2015 with implementation in early 2016.

### 7.3 **Staff and Establishment Implications**

Implementation of the new service model will require a service restructure. The current and proposed future staffing structures are provided at Appendix 1 and 2. Under the terms of these proposals Tables 1 to 4 below set out the detail of the changes proposed to the current structure.

There are currently a number of staff on fixed term contracts within the service. It is anticipated that there will be sufficient posts available to enable staff with fixed term

status to be transferred to permanent contracts, and that there will be no requirement to terminate fixed term contracts.

**Table 1** - The following posts (currently held vacant) would be disestablished:

<b>FTE</b>	<b>Existing Job Title</b>	<b>Grade</b>
1.0	Positive Activities Provision Team Leader	8
1.0	Development Provision Worker	6
0.45	Caretaker	2
1.68	Youth Worker - Level 1	JNC
2.39	Youth Worker - Level 2	JNC
1.2	Playworker	3
1.5	Senior Playworker	5

**Table 2** - The following posts are directly comparable and will be slotted in:

<b>FTE</b>	<b>Job Title</b>	<b>Grade</b>
0.54	Driver	3
1.0	Mobile Resources Lead	6
1.0	Development Provision Worker	6
1.0	Site Manager	6
1.0	Extended Services Development Officer	7
1.0	Young People's Participation Engagement Lead	7
2.0	Positive Activities Provision Team Leader	8
1.0	Operations Manager	10
3.75	Youth Worker - Level 1	JNC
4.33	Youth Worker - Level 2	JNC
10.74	Playworker	3
3.63	Senior Playworker	5

**Table 3** - It is proposed to firstly try and fill the following vacancy by offering it to Playworker staff (Grade 3) shown in table 2, on the basis this would then release a suitable redeployment opportunity for others:

<b>FTE</b>	<b>New/Existing Posts available</b>	<b>Grade</b>
0.7	Senior Playworker	5

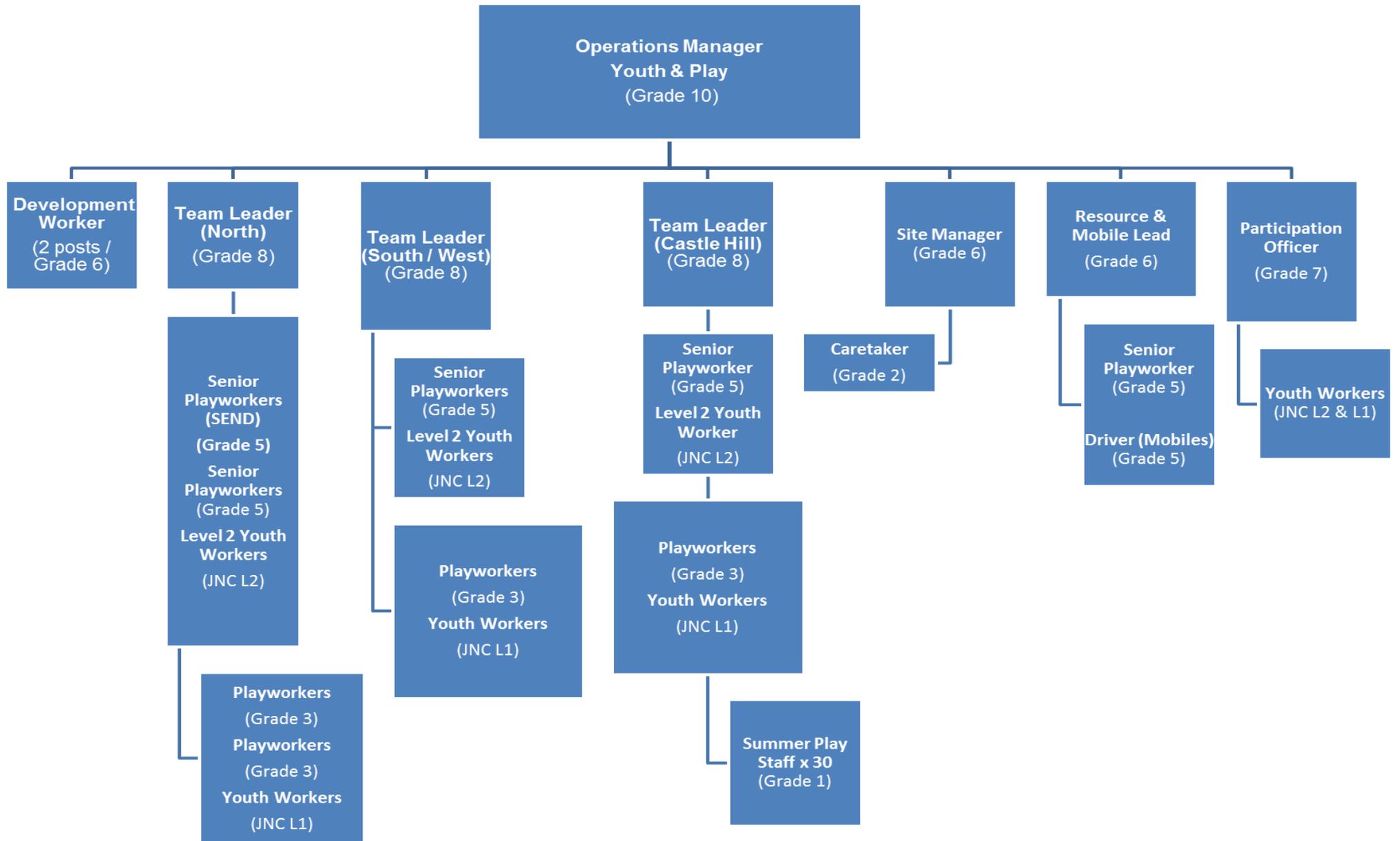
## **8.0 Equality Impact Assessment**

- 8.1 Under the Equality Act 2010, the council must have due regard to:
- Eliminating unlawful discrimination, harassment and victimisation and any other conduct prohibited by the Act;
  - Advancing equality of opportunity between people who share a protected characteristic and people who do not share it; and
  - Fostering good relations between people who share a protected characteristic and people who do not share it.
- 8.2 It is therefore important to consider how the proposals contained within this report may positively or negatively affect this work. To support this analysis, an Equality Impact Assessment (“EIA”) screening form has been completed for the proposals outlined in this report, and is attached at Appendix 4.
- 8.3 The EIA looks at the anticipated (positive and/or negative) impacts of the proposal on people from Bolton’s diverse communities, and whether any group (or groups) is likely to be directly or indirectly differentially affected.
- 8.4 At this stage it is not anticipated that the proposals will have a disproportionate impact on any of Bolton’s diversity groups.
- 8.5 The analysis of equality impact will be tested during consultation, and an updated EIA will be included with the report setting out the final proposals.

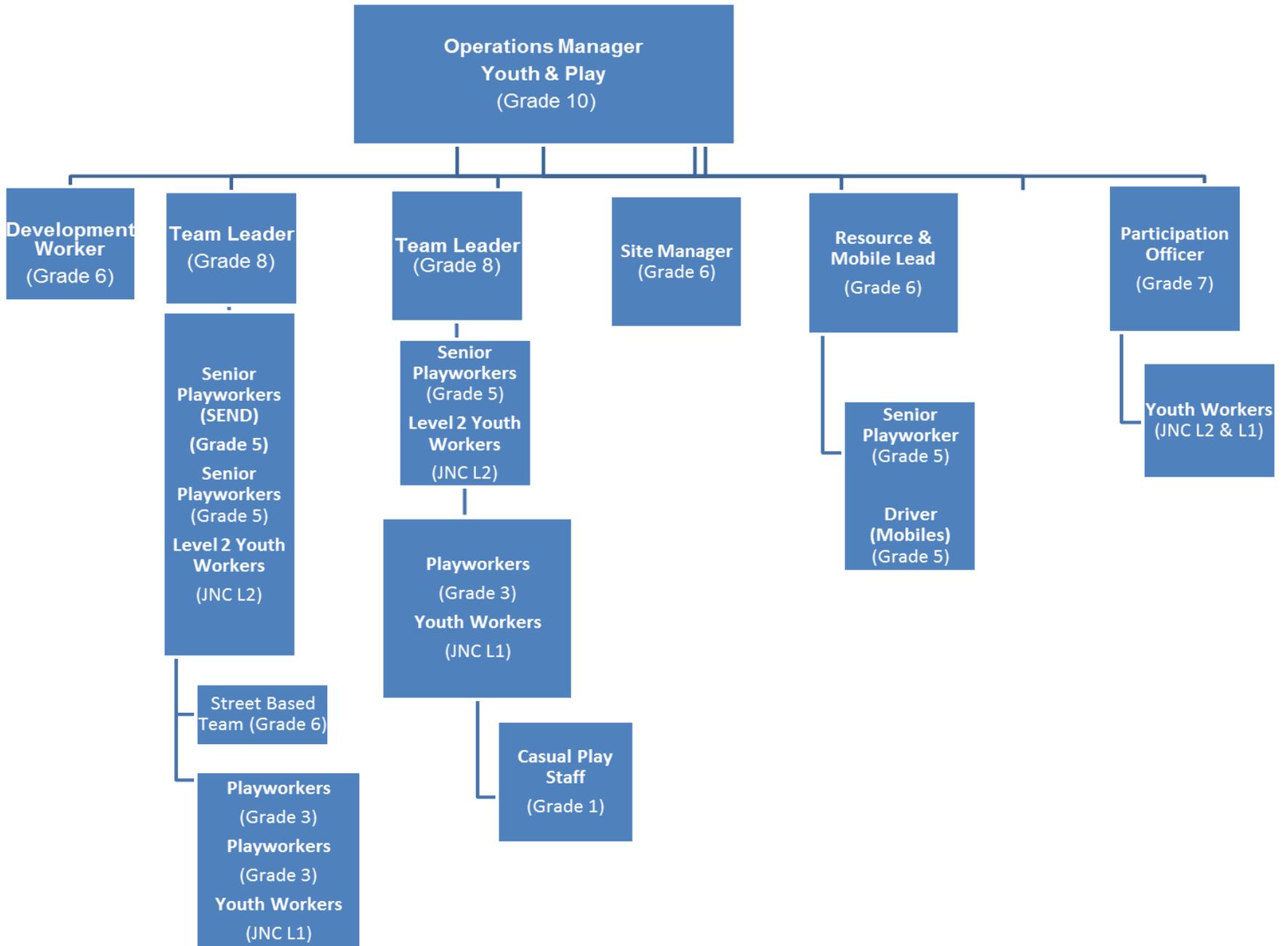
## **9.0 Recommendations**

- 9.1 The Executive Cabinet Member is recommended to approve the attached report for consultation purposes with trades unions, staff and stakeholders.

## Appendix 1: Existing Organisational Structure



**Appendix 2: Proposed Organisational Structure**



### Appendix 3: Proposed Youth & Play Session Closures

#### Youth Centres - 13-19; proposed closures shown highlighted

**Proposal:** Cease 25% of 'core provision' youth sessions year round (thus a quarter of core sessions year round cease)  
Any seasonal and local demand led changes will still be managed on a day to day operational basis.

Youth - Year round	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
Black Action Group						1.00pm -3.00pm
Blackrod		6.30pm - 9.00pm		6.30pm - 9.00pm		
Castle Hill	6.30pm - 9.00pm	6.30pm - 9.00pm	6.30pm - 9.00pm	6.30pm - 9.00pm		
Farnworth Youth Club		6.30pm - 9.00pm	6.30pm - 9.00pm	5.00pm - 7.00pm		
Harwood			6.30pm - 9.00pm			
Heywood		6.00pm - 8.30pm	6.00pm - 8.30pm	6.00pm - 8.30pm		
Horwich			6.00pm - 8.30pm		6.00pm - 8.30pm	
John Holt			7.00pm - 9.30pm		7.00pm - 9.30pm	
Leverhulme	6.15pm - 8.45pm			6.15pm - 8.45pm		
Little Lever	7.00pm - 9.30pm	7.00pm - 9.30pm				
Orchards	6.30pm - 9.00pm	6.30pm - 9.00pm				
Sunninghill		7.00pm - 9.30pm		7.00pm - 9.30pm		4.45pm - 7.15pm
Waggon Road			6.30pm - 9.00pm			
Youthopia	6.15pm - 8.45pm		6.15pm - 8.45pm			
Youth MP's & Youth Council	4.00pm - 6.00pm	5.00pm - 7.00pm				

**'Core' year-round Play Provision- 4-12; proposed closures shown highlighted:**

**Proposal:** Cease 50% of 'core play provision' sessions year round (thus half of core sessions after school and in school holidays will cease), any seasonal and local demand led changes will still be managed on a day to day operational basis. Specific disability provision (not shown) is protected.

Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
<b>Castle Hill YPC</b> 4-12 years 3.15-5.15pm	<b>Castle Hill YPC</b> 4-12 years 3.15-5.15pm	<b>Castle Hill YPC</b> 4-12 years 3.15-5.15pm	<b>Castle Hill YPC</b> 4-12 years 3.15-5.15pm	<b>Castle Hill YPC</b> 4-12 years 3.15-5.15pm	<b>Castle Hill YPC</b> 4-12 years 1.00-3.00pm
				<b>Castle Hill YPC</b> Junior Club (9-12) 6.30-8.30pm	
<b>Leverhulme Kids</b> 4-12 years 3.45-5.45pm	<b>Leverhulme Kids</b> 4-12 years 3.45-5.45pm	<b>Leverhulme Kids</b> 4-12 years 3.45-5.45pm			<b>Leverhulme Kids</b> 4-12 years 1.00-3.00pm
		<b>Leverhulme Kids</b> Junior Club (9-12) 6.30-8.30pm			
<b>Waggon Rd YPC</b> 4-12 years 3.45-5.45pm		<b>Waggon Rd YPC</b> 4-12 years 3.45-5.45pm	<b>Harwood YPC</b> 8-12 years 4.00-7.00pm	<b>Waggon Rd YPC</b> 4-12 years 3.45-5.45pm	<b>All Souls</b> 4-12 years 10.00-12.00
<b>Waggon Rd YPC</b> Junior Club (9-12) 6.30-8.30pm					<b>Turton LC</b> 4-12 years 1.00-3.00pm
<b>Old Station Park</b> 4-13 Years 3.45-5.45pm	<b>ABC Park</b> 4-13 years 3.45-5.45pm	<b>Pixmore Ave</b> 4-13 Years 3.45-5.45pm	<b>Holmeswood Rd</b> 4-13 Years 3.45-5.45pm	<b>Willows Park</b> 4-13 Years 3.45-5.45pm	
<b>Heywood YPC</b> 4-12 years 3.45-.5.45pm	<b>Heywood YPC</b> 4-12 years 3.45-.5.45pm	<b>Heywood YPC</b> 4-12 years 3.45-.5.45pm	<b>Heywood YPC</b> 4-12 years 3.45-.5.45pm	<b>Heywood YPC</b> 4-12 years 3.45-.5.45pm	<b>Heywood YPC</b> 4-12 years 3.45-.5.45pm
<b>Blackrod YPC</b> 4-12 years 3.45-.5.45pm			<b>Willows Centre</b> 4-12 years 3.45-.5.45pm		
	<b>Orchards YPC</b> Junior Club (9-12) 6.30-8.30pm				
		<b>Barlow Park YPC</b> 4-12 years 3.45-.5.45pm	<b>Barlow Park YPC</b> 4-12 years 3.45-.5.45pm	<b>Barlow Park YPC</b> 4-12 years 3.45-.5.45pm	<b>Barlow Park YPC</b> Junior Club (9-12) 6.30-8.30pm

**Holiday Play Session Closures Proposal:** Cease all 'additional play provision' sessions in all school holidays including summer (thus all additional provision at Christmas, February half-term, Easter, May half-term, Summer & October half-terms will cease), core sessions above will remain:

<b>Play - Holidays</b>	<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>	<b>Saturday</b>
<b>North</b>	Leverhulme YPC			Leverhulme YPC	Leverhulme YPC	Leverhulme YPC
		Barlow Park YPC				All Souls CC
		Boardman Street		Boardman Street		
			Turton LC		Turton LC	
	Waggon Rd YPC	Waggon Rd YPC				
	Ulleswater St	Egerton Park		Egerton Park	Ulleswater St	
	Castle Hill YPC Drop In (am)					
<b>Proposed Closures - Highlighted</b>	Castle Hill YPC Drop in (pm)	Castle Hill YPC Drop in (pm)				Castle Hill YPC Drop in (pm)

<b>Play - Holidays</b>	<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>	<b>Saturday</b>
<b>South</b>	<b>Cawdor St</b>	<b>Orchards YC</b>	<b>Orchards YC</b>	<b>Orchards YC</b>	<b>Cawdor St</b>	
		<b>Heywood YPC</b>		<b>Heywood YPC</b>	<b>Heywood YPC</b>	<b>Heywood YPC</b>
	<b>Sutton CC</b>		<b>Sutton CC</b>	<b>Willows Centre</b>		
	<b>Little Lever YC</b>			<b>Little Lever YC</b>		
	<b>Hulton Lane Playing Field</b>	<b>Bank Top (Kearsley)</b>	<b>Morris Green</b>	<b>Bank Top (Kearsley)</b>	<b>Hulton Lane Playing Field</b>	
<b>Play - Holidays</b>	<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>	<b>Saturday</b>
<b>West</b>	<b>Old Station Park</b>		<b>Blackrod YC</b>	<b>Westhoughton Central Park</b>	<b>Westhoughton Central Park</b>	
<b>Proposed Closures - Highlighted</b>	<b>Horwich YPC Centre</b>		<b>Horwich YPC Centre</b>		<b>Horwich YPC Centre</b>	

## Appendix 4: Equality Impact Assessment

### Equality Impact Assessment Part 1: Screening Form

#### Title of report or proposal:

Youth & Play Services Savings and Efficiencies Proposals

<b>Department:</b>	Children's and Adult Services
<b>Division/ Service Plan Unit:</b>	Staying Safe and Policy, Performance and Resources
<b>Date:</b>	5 <sup>th</sup> June 2015

This report is for decision and is therefore subject to an Equality Impact Assessment. The following questions have been completed to ensure that this proposal, procedure or working practice does not discriminate against any particular social group. Details of the outcome of the Equality Impact Assessment have also been included in the main body of the report.

#### Equality Impact Assessment Questions

##### 1) Describe in summary the aims, objectives and purpose of the proposal, including desired outcomes:

The proposal is set within a very challenging financial context for Bolton Council. On 10<sup>th</sup> November 2014, the Cabinet approved a consultation report that set out the options for securing savings of £43m over a two year period (2015-17). On 16<sup>th</sup> February 2015 the Council's Executive approved a report setting out proposals for savings to be delivered in Children's and Adult Services. These proposals aimed to save a target of between £2.5m and £3m in Children's Services, including reviews and re-structuring in youth, sport and play services with a savings target of between £500k and £1m. This proposal forms part of those plans, with the savings outlined totalling £442,000, which equates to approximately 33% of the current total Youth and Play Services budget.

It is recognised that the proposals will result in a reduction in Youth and Play provision but the impact on front line delivery, staffing and vulnerable young people will be minimised wherever possible. Thus, savings from all areas have been considered including options for buildings savings and reductions in operational budgets. This proposal sets out proposals for savings and efficiencies across the Council's Youth & Play Service teams, in three areas:

##### Activity and Other Budgets:

- Ceasing Youth provision in centres, equivalent to 25% of core year round offer.
- Ceasing half of the year round mainstream play service programme and a reduction in the capacity to accommodate children at each remaining session.
- Ceasing the Summer Play Programme, the savings result from reduced recruitment of the casual summer staff that operates the additional activity during the summer.
- Transfer of 'Harvey' Childcare Scheme to Heywood Centre to aid staff capacity
- The service currently subsidises uniformed activity at a small number of schools. It is proposed this subsidy is withdrawn.
- Savings from more efficient use of the services vehicle fleet.
- A reduction in the operational budgets available to the service.
-

**Staffing:**

Staff savings have been identified in a manner which seeks to minimise the impact of reduced staffing on front line delivery. As far as possible, staffing reductions will be achieved through the deletion of vacant posts. The proposals include:

- The deletion of play and youth worker posts, some of which are vacant
- The deletion of vacant management posts
- The deletion of vacant support posts
- 

**Buildings savings:**

To minimise the impact on front line delivery, savings have also been identified from the more efficient use of Youth and Play Service buildings. A number of options are proposed, including the shared use of buildings with other organisations. It is however also proposed to close 2 operational Youth and Play Centre buildings and cease operations from a third.

Provision for children and young people with disabilities will be protected. The report points out that the review relates only to the Council's in-house Youth and Play Service: The Council's financial support to voluntary organisations and savings in this area will be subject to a separate review and are therefore excluded from the scope of this report.

**2) Who are the main stakeholders in relation to the proposal?**

- Staff & Trade Unions
- Young people and their parents/carers
- Funding partners – Greater Manchester Police, Probation Service, Bolton CCG
- Other partner organisations

**3) In summary, what are the anticipated (positive or negative) impacts of the proposal?**

The key underlying principles of this and other similar reviews are to ensure the protection of services to the most vulnerable in the Borough and that savings, as far as possible, should be found from reductions in management and administration and from further efficiency measures.

As the largest element of the service budget is staffing, it is inevitable that the number of posts within the service will need to be reduced in order to meet the required savings target.

The potential reduction in staff posts will be managed in accordance with Council policy and may be offset by a number of positive measures including:

- Management and removal of vacant posts; to reduce the need for compulsory redundancies in front line play and youth workers
- Voluntary early retirement (VER) or voluntary redundancy opportunities

The majority of youth and play worker posts proposed for deletion are vacant or have post holders on short fixed term arrangements that will end but it is anticipated that there will be some negative impacts on staff currently employed in posts which are proposed for deletion. 3 other vacant posts in the service have all been vacant for a period of time and the responsibilities have been absorbed by other staff in the service with no significant impact.

To minimise the impact on front line delivery, savings have also been identified from the more efficient use of Youth and Play Service buildings. A number of options are proposed, including the shared use of buildings with other organisations. It is however also proposed to close 2 operational Youth and Play Centre buildings and cease operations from a third.

Provision for children and young people with disabilities will be protected. The report points out that the review relates only to the Council's in-house Youth and Play Service: The Council's financial support to voluntary organisations and savings in this area will be subject to a separate review and are therefore excluded from the scope of this report.

Core youth provision for young people aged 13-19 is proposed to be reduced by a third, so it will be necessary to reduce the number of youth workers. However, the closing of youth provision at these centres can be mitigated in a number of ways. Some of the provision has not been well attended, and in some cases there is alternative provision nearby which is more popular, or there is voluntary sector-run provision available:

- The John Holt Young People's Centre (Westhoughton) is managed by a voluntary group which offers provision for young people from the local estate and the council is proposing to support the development of a new complementary youth offer for the area from another local youth provider, part funded through the newly established Community Empowerment Fund.
- Youthopia (Johnson Fold), based in a small two bedroomed property on the estate, will be closed and the building returned to Bolton at Home for much needed housing stock in the area. Other voluntary sector youth providers on the estate offer well attended youth activity for local children and young people and multi-use games area on the estate will still be supported
- Youth sessions at Orchards Young People Centre in Harper Green (within Orchards/Greenfold School) have not been well attended, and as the centre has been underutilised it is proposed to return it to the management of the school.
- Waggon Road Young People's Centre in Brightmet has only offered 1 session per week which has had low attendances. It is understood that some local young people go to centres in the neighbouring areas, Harwood & Leverhulme.

Specific additional support and provision will continue to be offered to children with disabilities and special educational needs, both in mainstream provision as well as at Harwood & Barlow Park Young People's Centres both of which have been adapted to meet children's more complex care needs.

It is proposed that Farnworth & Horwich Young People's Centres be shared with suitable and complementary daytime tenants who would meet a proportion of the buildings running costs. The established youth sessions will still run at these centres. The demand for the school-age childcare scheme run from Harvey Children's Centre has outgrown the space available, and as such it is proposed to move it to bigger and recently refurbished premises nearby at Heywood Park Young People's Centre.

The current provision of 37 play sessions per week at centres across the borough would be reduced by half to 18 sessions per week under the proposals. The associated staffing reductions would also reduce the capacity to accommodate children at each remaining session. No individual play centres will be closed, however: instead it is proposed that the number of sessions available in each geographic area be reduced so that some free open access play provision is still available in areas across the Borough.

The Summer Play Programme will be closed. This programme currently offers up to 60 sessions per week, for around 3000 children and young people, in a range of council centres and community venues across the borough. As the summer programme mainly employs additional fixed term casual support staff, this element of the proposal mitigates the impact on existing staff.

The demand for the school-age childcare scheme run from Harvey Children's Centre has outgrown the space available, and as such it is proposed to move it to bigger and recently refurbished premises nearby at Heywood Park Young People's Centre.

The subsidy will be withdrawn for a small number of uniformed groups' rental of school premises to deliver activity but the Council will support those few schools to access external funding. Impact will also be minimal from the proposal to reduce the vehicle fleet by one van and one minibus, which has been underutilised and reduced activity budgets will be managed to support the remaining youth & play sessions.

This equality impact assessment is set within the context of the council's duties under the Equality Act 2010. Under this act, the council is required to have due regard to:

- i. Eliminating unlawful discrimination, harassment and victimisation and any other conduct prohibited by the Act
- ii. Advancing equality of opportunity between people who share a protected characteristic and people who do not share it
- iii. Fostering good relations between people who share a protected characteristic and people who do not share it

It is not anticipated that these proposals will have an impact on the council's ability to meet this duty.

4. With regard to the stakeholders identified above and the diversity groups set out below:

	Is there any potential for (positive or negative) differential impact?	Could this lead to adverse impact and if so what?	Can this adverse impact be justified on the grounds of promoting equality of opportunity for one group, or for any other reason?	Please detail what measures or changes you will put in place to remedy any identified adverse impact
<b>IMPACT ON SERVICE USERS</b>				
<b>Race</b>	It is not anticipated that there will be a potential for differential impact on the grounds of race.	No	With regard to all the groups identified in this assessment, it should be noted that this proposal is driven by the corporate and departmental needs to significantly reduce spend in line with national budget reductions and the need to set a balanced budget.  We will, however, always seek to provide children and young people with the support they need in the most cost effective way possible.	As part of the further consultation on these proposals, we will be alert to concerns raised about potential impact on any group of people including those with protected characteristics. Any further proposals will be informed by feedback from the consultation proposal.
<b>Religion</b>	It is not anticipated that there will be a potential for differential impact on the grounds of religion.	No	See comments above under race.	See comments above under race.
<b>Disability</b>	It is not anticipated that there will be a potential for differential impact on the grounds of disability.	No. Specific additional support and provision is offered to children with disabilities and special educational needs. Harwood & Barlow Park Young People's Centres have both been adapted to meet children's more complex care needs and there are no changes proposed to provision in those locations.	See comments above under race.	See comments above under race.
<b>Gender (including gender reassignment)</b>	It is not anticipated that there will be a potential for differential impact on the grounds of gender.	No.	See comments above under race.	See comments above under race.

	<b>Is there any potential for (positive or negative) differential impact?</b>	<b>Could this lead to adverse impact and if so what?</b>	<b>Can this adverse impact be justified on the grounds of promoting equality of opportunity for one group, or for any other reason?</b>	<b>Please detail what measures or changes you will put in place to remedy any identified adverse impact</b>
<b>Age</b>	Youth and Play Services are for children and young people (aged 4 to 19) living across the borough.	The services exist to improve outcomes for local children and young people and their families.	The proposal seeks to maximise the resources available to provide children and young people with a range of youth and play opportunities in the most cost effective way possible.	See comments above under race.
<b>Sexuality</b>	It is not anticipated that there will be a potential for differential impact on the grounds of sexuality.	No	See comments above under race.	See comments above under race.
<b>Caring status (including pregnancy &amp; maternity)</b>	It is not anticipated that there will be a potential for differential impact on the grounds of caring status.	The removal of the 'additional' programme of play and youth sessions in the summer holidays will affect parents, including parents of children with disabilities, including those with autism and special educational needs. However, specific disability holiday provision will be protected. (See above under disability.)	See comments above under race.	See comments above under race.
<b>Marriage and civil partnership</b>	It is not anticipated that there will be a potential for differential impact on the grounds of marriage and civil partnership.	No	See comments above under race.	See comments above under race.
<b>Socio-economic</b>	It is not anticipated that there will be a potential for differential impact on the grounds of socio-economic factors.	No.	See comments above under race.	See comments above under race.
<b>IMPACT ON STAFF</b>				
We are aware of the adverse impact this proposal will have on Council staff that may be subject to these proposals and are conscious of the impact of these proposals.				
Any potential redundancies that may result from the proposed restructure will comply with the Council's Human Resources procedures which are designed to treat all staff equally				

	Is there any potential for (positive or negative) differential impact?	Could this lead to adverse impact and if so what?	Can this adverse impact be justified on the grounds of promoting equality of opportunity for one group, or for any other reason?	Please detail what measures or changes you will put in place to remedy any identified adverse impact
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and do not discriminate against any group of people. If a redundancy situation is identified the Council endeavours to address this by workforce planning procedures, including staff redeployment, consideration of voluntary redundancy or VER and all other reasonably practical measures.

We have sought to reduce the impact of these proposals on staff by deleting posts which are already vacant wherever possible. This proposal also includes potential for those currently holding posts proposed for deletion to apply for a number of new posts.

In the event of compulsory redundancy, our policy is based on: - work performance; skills and competencies; disciplinary record; and attendance record. Any reduction in the workforce will lead to a potential reduction in its diversification, however this will be through following the appropriate procedures and not the discrimination of particular members of staff based on any other criterion except that stated in our redundancy policy.

<b>Other comments or issues</b>	<i>E.g. relevant issues around health, environmental or geographical considerations</i>
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**Please provide a list of the evidence used to inform this EIA, such as the results of consultation, service take-up, service monitoring, surveys, stakeholder comments and complaints where appropriate.**

**If you have undertaken consultation as part of the proposal, the consultation manager will upload it on to the corporate database.**

**Evidence used:**

- Savings and Efficiencies Proposals – Youth & Play Service

**5a Are there any gaps in your evidence or conclusions that make it difficult for you to quantify the potential adverse impact?**

Consultation will be undertaken with stakeholders including affected members of staff and their Trade Unions. This feedback will be used to inform the final proposals.

**5b If so, please explain how you will explore the proposal in greater depth or please explain why no further action is required at this time.**

See above.

You may wish to consider undertaking secondary data analysis, further consultation or research or investigating best practice. If you are planning to undertake further consultation or research as a result of this EIA, please contact the Consultation Manager on ext. 1083.

**This EIA form and report has been checked and countersigned by the Departmental Equalities Officer before proceeding to Executive Cabinet Member(s)**

Please confirm the outcome of this EIA:

No major impact identified, therefore no major changes required – proceed	<input type="checkbox"/>
Adjustments to remove barriers / promote equality (mitigate impact) have been identified – proceed	<input checked="" type="checkbox"/>
Continue despite having identified potential for adverse impact/missed opportunities for promoting equality – this requires a strong justification	<input type="checkbox"/>
Stop and rethink - the EIA identifies actual or potential unlawful discrimination	<input type="checkbox"/>

**Report Officer**

Name: Chris McIver  
Signature: -----  
Date and Contact No: 20<sup>th</sup> July 2015 (x 4107)

**Departmental Equalities Lead Officer**

Name: Richard Sly  
Signature: -----  
Date and Contact No: 20<sup>th</sup> July 2015 01204 338752