

**2009 PAY AND CONDITIONS SUBMISSION TO THE  
JOINT NEGOTIATING COMMITTEE  
FOR YOUTH AND COMMUNITY WORKERS'**

**STAFF SIDE CLAIM**

Submitted by: CYWU/Unite the Union, UNISON, NUT, UCU

**Valuing Community Development and Learning  
2009 a pivotal year**

July 2009



## **Summary of Claim**

- **A substantial pay rise for the year 1<sup>st</sup> September 2009 to 31<sup>st</sup> August 2010 on main grades and allowances reflecting the historic link with teachers' salaries and the development of a graduate entry profession with a licence to practice and to help restore and maintain the living standards of JNC staff.**
- **Significant improvements in London and Area Allowances informed if needed by a joint comprehensive comparative survey of such allowances in other occupations and professions.**
- **A further reduction in the number of overlapping pay points between the Youth Support Worker and Professional Range.**
- **The removal of the bottom two points of the Youth Support Worker Range.**
- **An agreement to issue joint guidance that employing organisations should pay the Independent Safeguarding Authority registration fees for individual staff members.**
- **The introduction of on call payments.**
- **The introduction of a late night duty payment.**
- **JNC to continue to press for key worker status.**

# **1 INTRODUCTION**

- 1.1 Youth and community work is integral to a system of community development and learning that has been developed throughout the Britain and Ireland as unique components of education provision. The work of staff covered by the JNC Report is educational. It is a form of informal education and community education practice with a long heritage in Britain and Ireland going back to the nineteenth century. Some of the first comprehensive theoreticians were amongst the first advocates for the establishment of the JNC and some were among its first members. The voluntary sector employers were keen to establish the JNC to give a consistent nationwide framework of terms and conditions. The development of the JNC has been synonymous with the progress and development of youth and community services as integral parts of lifelong learning. It was recognised from the outset that youth and community workers were not social workers and were not school teachers, but given the educational nature of their practice that teachers pay and conditions were the most closely associated reference point.
- 1.2 Over the last year youth and community work methods and professional infrastructures have been significantly consolidated. We have established academic benchmarks to underpin the growing university curricula of professional training, occupational standards have been enhanced and widely deployed through the agency of Lifelong Learning UK, Lifelong Learning UK has also produced the first comprehensive workforce development plan, the JNC has been consistently deployed when youth and community posts have been developed, youth work will become a graduate entry profession in 2010, Ofsted and other research reports have repeatedly highlighted the beneficial impact of youth and community work and its high quality despite years of under funding and recent organisational changes in England and Wales. There has been consensus within JNC that youth workers should achieve key work status, community development workers have continued to be employed by a wide range of agencies and youth work skills have been recognised also by a wider range of employing organisations. There is proof for example that youth workers in the health service have disproportionately good results in health education and in bereavement counselling and support.
- 1.3 As a result of the development of a graduate entry profession in 2010 the validation criteria underpinning the approval of qualification courses are being re written. We have witnessed the largest new build and renovation schemes in youth and community buildings in recent history over the last two years and youth and community workers have been in the forefront of attracting the funding for these often multi million pound projects and of managing them. Over a third of the amount spent by local authorities on youth and community work is raised from other sources by local authority based youth and community workers. Most youth and community workers in the voluntary sector are also significant fundraisers. Because of the professional commitments and JNC training and grading criteria concerning interagency provision, youth and community workers are the key professionals in cementing interagency provision. No other group undertaking such work is so lowly paid.

- 1.4 The Education and Training Standards Committees throughout the UK are at their strongest ever and their work and remit is admired by many other professions.
- 1.5 Taken together and combined with the priority being given by government and all political parties to community cohesion, youth crime, children's and young people's development and educational attainment, youth and community work have never been in stronger positions and JNC qualified staff have never been in greater demand.
- 1.6 The value being placed by society on youth and community work in this worsening economic situation has simply not been reflected by the pay awards proposed by the JNC employers in recent years. This runs the danger of allowing the committee and the profession to slip behind at this critical time. In order to maintain its tradition of pioneering relevance to the field, professions and services, the JNC has to make serious effort this year to increase the overall value of JNC pay. The Staff Side is expecting imagination and serious discussion about this. We fully recognise the economic climate. We fully recognise the expiry of the current Comprehensive Spending Review Round. But these matters are opportunities for the JNC.
- 1.7 Just as local employers recognise that one of the best antidotes to the depression of mass youth unemployment is the investment in youth work facilities, so the national employers should recognise, especially in this pay round, that now is the time for investment in the pay of JNC staff. The mechanistic application of generic pay ceilings and below inflation offers and seeing how far this group can be provoked into action will be unacceptable to the Staff Side. Quite straightforwardly the JNC employers cannot this year ignore the momentum within the sector and its significance and the imminent changes that are about to happen.
- 1.8 Recruitment and retention remains an issue. Local authority and voluntary sector organisations continue to want youth workers to address the development and social conditions of young people. There are 1,500 students in JNC training. While there has been a welcome rise in the number of newly qualified JNC staff entering local authority employment, we believe that the recruitment and retention difficulties identified in the joint JNC workforce survey in January 2008 remain and in some cases have worsened.

Too much has been done by too few for too little for too long. It cannot go on.

## **2 BACKGROUND AND CONTEXT**

- 2.1 The Staff Side highlighted in last year's claim the significant impact that youth workers were having in areas of increased extreme violence and murder of young people against young people. Much of this work has now been studied. Where successful projects run by JNC qualified and paid staff are working we can report 70% non re offending rates. Youth work methods work better than any others and more cost effectively in these situations. Compare some of the related costs:

It costs £191,618 to keep a young person in a secure training centre for a year.

It cost £35,000 to keep a young person in a youth offenders' institute for a year in 2008.

It costs £3,636 a year to keep a young person on a youth work programme working with gangs with a 70% non re offending rate.

- 2.2 The average net local authority expenditure per annum per head of their 13-19 youth population in 2007-08 was £119. On average, total net expenditure, which excludes other sources of funding levered in by services, was £84 per head of the 13-19 youth population, the same as for the previous year.
- 2.3 Youth and community workers have always be paid to encourage volunteers into civic activity. They have continued to do this successfully. The total number of volunteers in the local authority sector increased by eight per cent to 5,447 from 5,026. The total number of FTE volunteers more than doubled (118%) to 1,073 in 2007-08, from 493 in 2006-07. This adds value to local authority work, is highly cost effective and has of course an even great multiplier effect in the voluntary sector.
- 2.4 The average participation rate by young people in local authority youth services was 17 per cent, above the 15 per cent benchmark. Over half of responding authorities (64, 53%) met or exceeded the benchmark for participants gaining a recorded outcome, compared with 46% the previous year.
- 2.5 39% of local authorities met or exceeded the 30% benchmark for participants gaining an accredited outcome, compared with almost three in ten (28%) for the previous year.
- 2.6 The proportion of local authority youth services judged by Ofsted to be adequate or better has risen over the three year period 2005-2008. No services were judged inadequate in 2008. An increased proportion of services were graded good for young people's achievement through youth work in 2007-08 compared with the previous two years. Ofsted note how well youth workers know their communities making them an invaluable resource in times of increasing economic hardship.

Youth workers historic role in working with the young unemployed is unfortunately again a much needed element of work within our communities, so too is their work to combat prejudice and racism and gang violence. The recession is universally recognised as having a disproportionately bad effect on young people. Even a short period of rejection and unemployment in the teenage years can leave lasting scars and alter behaviours and significantly lower morale and aspiration. The indispensable role of youth workers in working with such marginalised young people is greatly needed if the effects of the recession are to be reduced rather than worsened. There is already more than enough evidence to show that the mental health of young people suffered greatly in the 1980s recession. We note the significance of the JNC's

commitments to proper staffing ratios and call for a greater promotion of this during the coming year.

- 2.7 Our members are exceeding targets on meagre resources, and as Ofsted again consistently reports they are improving standards where others are failing. The quantity, productivity, cost effectiveness and quality of JNC staff's work is undeniable. This is still despite a lack of proper legislative underpinning for youth work in England. We look forward to working with the employers' side to seek improved legislation. Suggesting yet another pay cut as a reward for the great efforts of youth and community workers in this context would not be acceptable to the staff side.
- 2.8 The general cost benefits of preventative interventions like youth and community work have been studied in many areas. Repeated studies of this area have shown that it reduces costs in other aspects of the public sector. A recent related study in the Cap Gemini report on Supporting People Services demonstrated for example that £1.55 billion expenditure on this programme avoided £2.77 billion being spent in other parts of the public sector. See link: <http://www.communit.es.gov.uk/publications/housing/financialbenefitsresearch>

### **3 SUPPORTING THE CLAIM**

#### **Graduate pay**

- 3.1 It is not tenable that the employers argue that the introduction of graduate entry has no impact on pay. We want the best new graduates serving our young people and communities, we want to attract them into local authorities and voluntary sector organisations.
- 3.2 A high proportion of JNC qualified staff are already graduates at BA level. As of 2010 this will become the minimum entry requirement for the Professional Range. JNC scales are simply not competitive within the graduate market. In early 2007 the Association for Graduate Recruitment noted that the average starting salary point for new graduates was £23,431. In London the median graduate starting point is £27,500. The current (2008) JNC Professional Range starting point of £20,387 compares very unfavourably with this indeed.
- 3.3 £20,387 is simply not a credible starting point for graduate pay. This represents a figure lower than average graduate starting salaries in the late 1990s. Only 4% of current new graduate salary ranges are less than £20,000 per annum. In retail, graduate starting salaries are on average £22,500 per annum. In the public sector they are £35,300. Starting salaries in the UK's largest graduate employers are due to rise by 5.9% in 2009 taking average packages to £27,000 per annum. This represents an increase of £1,500 on average salaries paid to new graduates in 2008. In 2008 alone graduate salaries rose by 4.1%. A quarter of top graduate recruitment programmes across the economy will now pay their new recruits more than £30,000 when they start work. Graduate vacancies in the public sector generally have risen by 51.4% since 2007 and there will be undoubtedly competition between services. The JNC will need to ensure that youth and community services remain attractive in this context also.

- 3.4 There have been significant rises in graduate salaries generally since 2008. 10% have risen by more than 2.5%. 49% have risen by more than 49% and 17% have risen by 17%. In the public sector graduate salaries have risen by 5.4% since 2008. The JNC is significantly behind this general trend.
- 3.5 As we pointed out last year even the generally much lower estimates of the Hay's Group First Rung Graduate Pay trends reported in July 2006 that the average graduate starting salary point in the public sector was £21,445. (The Association of Graduate Recruiters reported that the median starting salary for graduates in 2005 was £22,000). Teachers will start work outside London on at least £20,627 and in inner London £25,000. Unlike youth and community workers they can in addition expect some opportunities to be awarded additional payments like TLR payments and recruitment and retention payments. Teachers holidays are significantly longer, they have universal access to the teachers' pension scheme and they have key worker status to assist with housing and related matters. We can realistically expect to see a 2.3% increase in teachers' salaries this year, putting teachers on £26,000 per annum in inner London. How can a six thousand pound lower differential be justified for youth workers?
- 3.6 Whatever analysis you take, it is clear that JNC is and will increasingly lag behind unless significant steps are taken in the 2009 pay round. Measures must be taken in this year's negotiations to address this issue if the pay structure of JNC is to remain relevant to a fast developing field. This can only be addressed by a substantial pay rise on the main grades and continued removal of the unnecessarily large overlap with the Youth Support Worker Range through by removing further points at the bottom of the Professional Range and the bottom two points of the Youth Support Workers Range. The prospects for making advances this year should be seized.

#### **4 THE REAL COSTS OF LIVING**

- 4.1 Our members took a pay cut again last year while all essential prices rose significantly above even the general inflation rate. The unwillingness to be forced into industrial action in this sector since 2005 should be appreciated by the employers as an example of the dedication and commitment that JNC staff have to providing increasingly essential services to increasingly hard pressed young people and communities. We do not believe that this genuine professional dedication should be abused in the negotiating round and believe that national discussions over pay should creatively seek to recognise the justice of a general uplift in this absolutely critical year when a new qualification basis for the service comes into being. As all reports show the cost benefits of investing in skilled youth and community workers far outweigh the alternatives of social breakdown and criminal institutionalisation.
- 4.2 However, the prices of many essentials have been rising by far higher in the year to May 2009. Coal and solid fuels have gone up by 25.5%, fuel and light up 9.7% and water and other charges by 4.7%, electricity up by 6.8%, gas up by 20%. Average households have to pay £20.44 a week for electricity and gas

that is 15.1% more than January 2007. Other essentials have risen as follows: fares and other travel costs up by 6.4%, bus and coach fares up by 7.1%, other travel costs up by 6.5%.

- 4.3 All food prices have risen by 7.0%. However, many essential foods have risen far above this amount and for our members hit hard. Fresh fish prices have risen by 19.3%, milk by 11.3% and vegetables have risen by 10.7%, cheese 5.5%, potatoes 14.0% oils and fats 4.0%. All of these are essential foods that form a core part of any diet.
- 4.4 The median pay settlement for the public sector is 2.5%. 2.4% is the overall mid point for pay deals in the three months up to and including May 2009 according to the Labour Research Department. Average earnings in services generally rose by 2.9%. The average weekly wage of all workers is £581.80. Point 17 of the JNC is only £486.94 per week. The average professional's weekly wage is £778.90 per week. The top point of JNC, point thirty, is considerably below this at only £692.63. Point 1 of JNC equates to £269.00 a week. This is a totally unacceptably low level given the sophisticated nature of the work entailed in youth and community work. The figure falls below any recorded on average weekly earnings surveys where the lowest is customarily in sales of £319.60 a week.
- 4.5 Between 2005 and 2008, JNC pay rose by only 8.84% falling behind the rise in average earnings and inflation. This decline has to be reversed and negotiations this year give us a serious opportunity to address it. This represents a fall in real living standards for JNC employees at a time of increased productivity, higher standards and greater demands.

## **5 LONDON AND FRINGE AREA ALLOWANCES**

- 5.1 It is clear that the current salary additions for working in the London and Fringe areas are not sufficient to reflect the additional costs of living and working in those areas. The Staff Side's continuing claim for improved London and Fringe Allowances has some urgency. We believe a joint and comprehensive comparative review with other professions and occupations should be undertaken with a view to significantly enhancing these allowances.
- 5.2 In the November 2008 Income Data Services Review of London and Fringe Area allowances, 139 organisations were studied. The median free standing allowances in the public sector were £3,681. Compared with other professional groups in the public sector JNC staff compare very badly indeed.

Police Officers	£6,444	
Teachers in sixth form colleges	£3,424	
Firefighters	£4,840	2007 figure
Corporation of London civil service	£4,610	
Teachers	£4,373	Inner London. Bottom scale
Teachers	£7,298	Inner London. Top of scale

Prison Officers	£4,840	2007 figures
NHS Employees	£3,855 - £5,938	
Police support staff	£3,209	Inner London
Local government	£3,179	2007 figure
HE Lecturers	£3,094	
JNC	£2,862	Inner
JNC	£1,879	Outer
JNC	£733	Fringe

- 5.3 It is also significant that the JNC staff employed in the voluntary sector are falling behind other staff employed within that sector where again, London and fringe allowances are considerably higher.

Help the Aged	£5,027	
Turning Point	£3,468	
CAB	£3,434	
Save the Children	£3,316	
NSPCC	£3,267	
BAAF	£3,181	
Barnados	£3,170	2007 figure

## **6 LATE NIGHT AND ON CALL DUTIES**

- 6.1 There has been a rapidly increasing expectation to undertake very late night (after 11pm) duties and on call duties. These demands have been especially evident in new inter agency teams and in relation to the increasing gang and gun crime in some rural but mainly urban areas. We are seeking, as is the case in all other occupation areas, an agreement on allowances for such duties.

## **7 PAYMENT OF INDEPENDENT SAFEGUARDING AUTHORITY FEE**

- 7.1 The Independent Safeguarding Authority (ISA) is a new public body which is being created with the intention of preventing unsuitable people from working with children and young people and vulnerable adults. From July 2010 all individuals working or volunteering with vulnerable adults or children and young people will be required to register with the ISA.
- 7.2 The Scheme will be introduced in July 2010 for new entrants and those moving into a new role. From 1 November 2010 if an individual moves into a new role paid or voluntary they must join the Scheme before starting in that role. This also applies if they are moving into a new role with their existing employer or voluntary organisation. An individual will be committing a criminal offence if they start in a new role and are not ISA registered.
- 7.3 The ISA has stated that individuals in paid employment in England and Wales will be required to pay a one off flat rate payment of £64 and in Northern Ireland £58. This means a director of children's services will pay the same fee as a part time youth support worker.

- 7.4 The majority of youth and community workers work part time and so the cost will have a disproportionate and detrimental impact on the workforce. The fee could have a negative impact on recruitment and retention as individuals choose not to work in organisations requiring ISA registration. This would impact on support and services for young people at a time when government action plans demand more of JNC paid staff.
- 7.5 The JNC Staff Side is therefore submitting a formal claim that the fee should not be borne by the individuals and we are seeking agreement to the issue of Joint Guidance which states that employing will cover the cost of the fee. New entrants/those moving jobs will be the first through the scheme and so initially this cost can be incorporated with recruitment costs. Given an employer will not be able to offer the role to new entrants without confirmation of their ISA status, the cost would be refunded if the post is offered. Members of the existing workforce will be phased into the scheme over five years so the cost can be spread and planned for by authorities.

## **8 CONCLUSION**

The Staff Side remains as always committed to an early negotiated settlement that takes into account the now urgent aspirations of our members in a developing, and increasingly important service. We reject the perennial statements about affordability. Local authorities and voluntary organisations cannot afford not to invest in JNC staff this year if the service is to prosper through what will be a worsening economic situation for young people and many of our hardest pressed communities and public finances generally after 2010. We say invest now urgently in the value of this valuable profession and thereby provide security and excellence for services in the years to come.