



Joint Negotiating Committee *for* Youth and Community Workers

Trade Union Side Pay and Conditions Claim 2022

Submitted by Unite, Unison, NEU and UCU

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Summary of Claim

The Trade Union Side's headline claims:

- i) 10% or RPI plus 2 % whichever is greater across all grades**
- ii) Address work-life balance and time off in lieu – by making the current guidance on work-life balance mandatory, to ensure compensatory leave (TOIL) is always accrued for extra hours worked**
- iii) Each working week should contain two consecutive days that are designated as non-working days. Any TOIL for residential work will be completely separate from these designated non-working days.**
- iv) Formally define an evening session as any session that finishes after 6pm.**
- v) Move to a 35-hour working week without loss of pay - with sufficient time for planning and admin.**
- vi) Joint work on race and gender pay gaps in youth work.**

1. Rebuilding our Youth Services

- 1.1 In February this year, the Government announced its National Youth Guarantee¹ backed by funding of £560 million, following the completion of a review of Department for Digital, Culture, Media and Sport spending on out-of-school youth programmes. The review, which was started in 2020, engaged around 6,000 young people and 175 youth sector organisations.
- 1.2 Key findings from the report were that: *“The Covid-19 pandemic has had an unprecedented impact upon young people - their mental health and wellbeing has declined, with anxiety levels at a 12 year high - and they have seen the largest increase in unemployment of all age groups;”* and crucially this review recognised that *“youth services are a vital part of the response to these challenges, delivering benefits for wellbeing and employability skills.”*
- 1.3 As Michael Gove, Former Secretary of State for Levelling Up, Housing and Communities, put it: *“Every young person should have access to the kinds of life-changing activities which expand your horizons and arm you with vital life skills.”*
- 1.4 Despite these statements of support for the service, it is clear that government has not done nearly enough to rebuild our youth services. The February announcement was rightly criticised by the LGA² for its raid on previously committed funding in order to build new youth centre infrastructure, rather than recruiting and training new staff. The Trade Union Side agrees, investment in youth infrastructure is of course welcome, but not at the expense of the staff. There is an urgent need for central government to meet the challenge of local government funding and restore it to sufficient levels.
- 1.5 Youth and community services have been massively diminished by the decade of austerity and local government funding cuts³. In 2020 the YMCA reported⁴ a real terms decline of 70% cuts to youth services funding by local authorities in England and Wales since 2010⁵ something the LGA also recognises⁶. Those cuts had resulted in the loss of 940 youth centres⁷ and more than 4,500 youth work jobs⁸. The loss of youth services coincided with a dramatic rise in knife crime back to peak levels⁹ before the pandemic hit.
- 1.6 Youth and community workers, along with other local government professionals, have played a significant role in supporting communities during the Covid-19 crisis. The pandemic has put a huge strain on young people, with many struggling with their mental health, cut off from support networks, from friends and family, facing social isolation, a loss of routine and a breakdown in formal and informal support. In these challenging times, youth and community workers have stepped up, adapted and changed and have ensured they are able to continue delivering vital youth work services critical to those young people.

¹ <https://www.gov.uk/government/news/government-outlines-ambitious-plans-to-level-up-activities-for-young-people>

² <https://www.local.gov.uk/about/news/youth-services-funding-reduction-could-pay-over-1000-youth-workers-lga>

³ https://www.theguardian.com/society/2020/jan/20/youth-services-suffer-70-funding-cut-in-less-than-a-decade?CMP=Share_iOSApp_Other&fbclid=IwAR3q9UpbT7VB9iXQOYZk6ryAkZiD0-tmeZQJdWwzDTIOZaubWzMDJNHDQQg

⁴ <https://www.ymca.org.uk/outofservice>

⁵ <https://www.localgov.co.uk/Youth-service-funding-cut-by-70-over-decade/49844>

⁶ <https://www.local.gov.uk/about/news/youth-services-funding-reduction-could-pay-over-1000-youth-workers-lga>

⁷ <https://www.unison.org.uk/news/article/2019/12/shocking-picture-austerity-cuts-local-services-revealed-unison/>

⁸ Youth Services at Breaking Point, UNISON, 2018

⁹ <https://researchbriefings.parliament.uk/ResearchBriefing/Summary/SN04304>

- 1.7 Our members have been on the front line of this delivery, as keyworkers, offering one to one support to vulnerable young people, ensuring young people's voices are heard and delivering detached youth work out in communities wherever young people are. It is youth and community workers who have supported young people throughout this pandemic. Every single day, our members have continued to put themselves into harm's way on the front lines of this crisis – supporting young people to cope with the new reality that has engulfed their lives in a safe, clean and accessible way. It is only right that their contribution at the forefront of the national effort against Covid-19 is recognised. They deserve a substantial real terms pay rise and better working conditions.
- 1.8 The reality has been the complete opposite. Most youth and community workers have seen near 29% wiped from the value of their pay since 2009 and the rapidly rising cost of living in recent months will significantly reduce the value of our members' wages.
- 1.9 Average pay settlements across the economy have been running ahead of those received by local government staff for more than a decade, increasing recruitment and retention problems in the long term.
- 1.10 Youth and community workers ARE their services and if we are to rebuild the support that our young people need, these vital key workers need and deserve more recognition.

2. Impact of the pandemic on the service

- 2.1 While at the time of writing, it appears that the worst of the pandemic may now be passing, its impact on young people's wellbeing will have lasting effects. Social distancing, lockdowns, school closures, home schooling and loss have been traumas that our young people have had to bare. The pandemic led to huge rises in safeguarding concerns for young people and their families and a significant rise in domestic¹⁰ and child abuse¹¹, with young people facing new and severe pressures on their mental health and wellbeing.¹² These issues are not short lived and in some cases will impact on young people for many years to come.
- 2.2 Youth services had to adapt to the new reality and youth and community workers have continued to find ways to work with young people where they are (e.g. through detached youth work). During the pandemic data gathered by the UK Youth Fund – Covid Relief revealed¹³ that two thirds (66%) of youth workers reported an increase in demand for their services; 83% of youth organisations reported that their income decreased and more than half (57%) of youth organisations report that the cost of delivering their services to young people has increased since COVID-19 hit.
- 2.3 Despite these challenges, youth and community workers contribution to support young people has been invaluable. Staff have worked over and above the call of duty. Unsurprisingly many are suffering burnout and trauma from this experience as they worked under extreme pressures, stress, and anxiety with substantial rises to their workloads while the services and their pay have declined. They deserve a substantial real terms pay rise and better working conditions.

¹⁰[https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/domesticabuseduringthecoronaviruscovid19pandemicenglandandwales/november2020#:~:text=As%20the%20lockdown%20measures%20eased,domestic%20abuse%2Drelated%20decreased%20slightly.&text=The%20police%20recorded%20206%2C492%20violence,in%202019%20\(Figure%202\).](https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/domesticabuseduringthecoronaviruscovid19pandemicenglandandwales/november2020#:~:text=As%20the%20lockdown%20measures%20eased,domestic%20abuse%2Drelated%20decreased%20slightly.&text=The%20police%20recorded%20206%2C492%20violence,in%202019%20(Figure%202).)

¹¹<https://www.bmj.com/company/newsroom/surge-in-domestic-child-abuse-during-pandemic-reports-specialist-uk-childrens-hospital/>

¹²<https://youngminds.org.uk/about-us/reports/coronavirus-impact-on-young-people-with-mental-health-needs/>

¹³<https://www.ukyouth.org/2021/02/uk-youth-report-reveals-the-impact-of-covid-19-on-youth-services/>

3. Economic benefits of youth work

- 3.1 Following years of failed austerity cuts to youth services and wider public services it is welcome that now youth services are being promoted as a positive preventative response to wider societal concerns again.
- 3.2 Youth services are a vital preventative service that can have life changing and lasting benefits to young people by engaging them on their own terms. These benefits include:
- improved engagement with school and education
 - reducing the incidence of crime and anti-social behaviour amongst young people
 - improvement in the wider learning and social skills of young people and helping to keep young people safe¹⁴
- 3.3 For that to be successful investment must go into the people delivering the service to help recruit and retain the professional youth workers the service need. With the cost of living rising steeply it is more important than ever that youth workers receive a pay rise that makes the service an attractive place to work again. An increase in local government pay would reduce government expenditure on benefits, tax credits, and Universal Credit – and increase revenue from National Insurance and income tax - plus provide a much needed spending boost to local economies. Investing in public sector staff helps the economy as a whole.¹⁵
- 3.4 As has regularly been stressed youth work is hugely cost effective in the medium to longer term, as well as being socially beneficial. There is a broad evidence base *“highlighting the value of youth work in a wide range of contexts, covering both the intrinsic purpose and process of youth work and its impact on outcomes for young people and on the benefits for their communities”*¹⁶. We all benefit, and we could benefit yet more if cost-effective investment were to be made.
- 3.5 The Joint Trade Union Side Unions remain steadfast and unanimous in our support for the JNC Pink Book as the best pay and terms agreement for the promotion of professional youth and community work across the UK. Investment in youth services must also continue to recognise the JNC agreement and commit to maintaining it for all youth and community work staff, both in local authorities and community, not for profit and voluntary sector providers.
- 3.6 Only a significant and appropriate pay award can begin to redress a lost decade of cuts, austerity and crisis - and go some way towards recognising the value of local authority workers and rewarding their continued dedication to their jobs at this incredibly challenging time.

¹⁴ Full overview of the benefits of youth services and the wide evidence base is given in *Future of Youth Work*, Unite the Union, 2013

¹⁵ IPPR, *Uncapped Potential: The Fiscal and Economic Impact of Lifting the Public Sector Pay Cap*, November 2017,

<https://www.ippr.org/files/2017-11/uncapped-potential-november2017.pdf>

¹⁶ *Benefits of youth work*, Unite the Union and Lifelong Learning UK, 2010

4. Impact of real terms pay cuts

- 4.1 In the last few months the cost of living has begun to rise steeply reaching levels not seen for decades, particularly driven by rises in basic necessities like fuel and food prices that will hit ordinary working people hardest. The result is that working people are facing the worst cost-of-living crisis for generations. These rises have both short and long-term causes such as the impacts of the pandemic and leaving the EU on the UK economy, and the unfolding tragedy in Ukraine. It is unlikely that this will be a short term spike and the results will compound the significant losses of earnings youth workers have faced over the last decade.
- 4.2 Since 2009, pay increases for the majority of youth and community workers covered by the JNC have nearly all been below the level of inflation – resulting in a staggering decline in real terms pay of close to 29% between September 2009 and 2021 (illustrated in Table 1 and Figure 3 below).
- 4.3 Figure 1 below illustrates that inflation has outstripped pay rises for the vast majority of the last 10 years. Due to the collapse in inflation during the pandemic, the 2020 rise made a small amount of progress to catch up the value of their pay. That progress has been rapidly eroded as, from the end of 2021 and into 2022, inflation has risen steeply. The Trade Union Side is adamant that urgent action must be taken now to stop the loss of earnings and prevent the cost of living crisis further eroding public sector pay.

Figure 1: JNC rises compared to RPI inflation (September 2011 - 21)

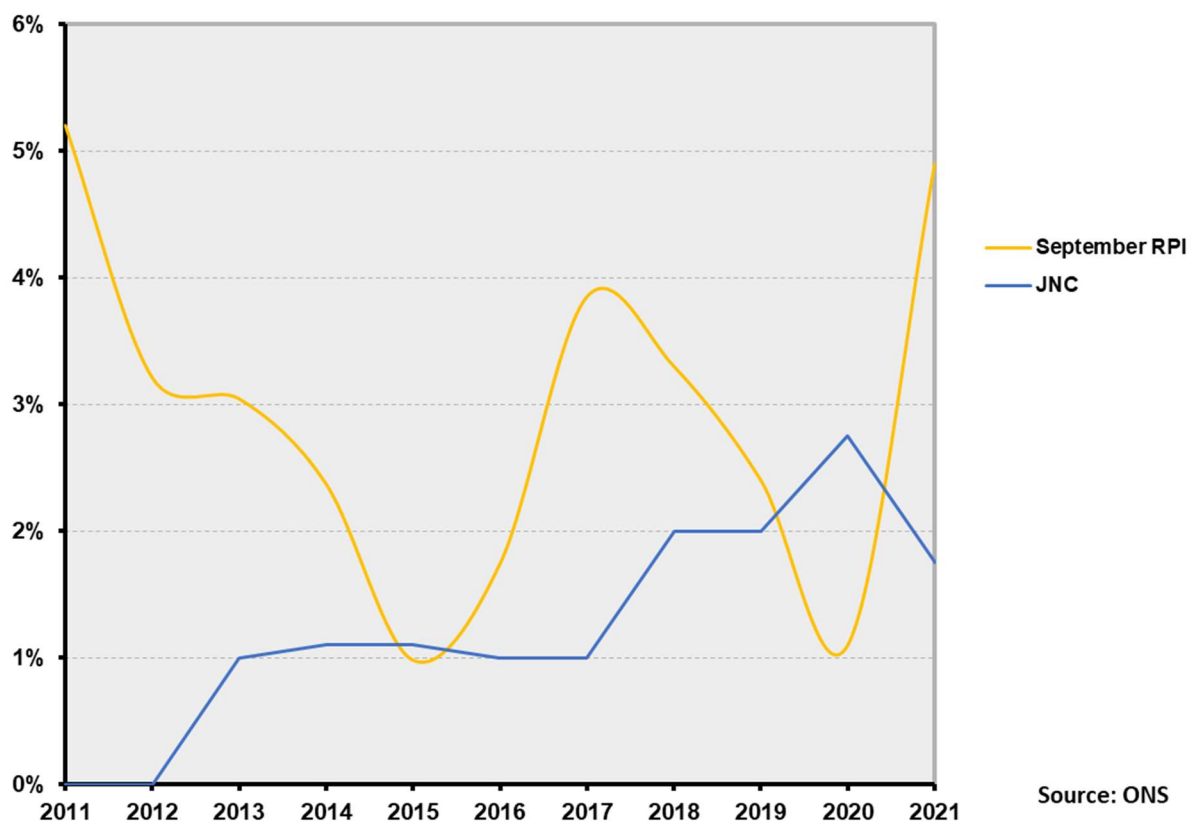


Table 1: Pay Scales – Loss of earnings since 2009

		Pay Spine Sep-2009	Pay Spine Sep-2021	Pay in 2021 had it matched RPI inflation	Loss of earnings 2009 - 2021	Real terms loss %
Youth and Community Support Worker Range	1	£14,143	-	£20,271	-£963	-4.4%
	2	£14,733	-	£21,117	-£1,809	-10.0%
	3	£15,324	-	£21,964	-£2,656	-15.1%
	4	£15,917	-	£22,814	-£3,506	-19.9%
	5	£16,509	£19,646	£23,662	-£4,354	-24.3%
	6	£17,100	£19,975	£24,509	-£4,878	-26.5%
	7	£17,697	£20,271	£25,365	-£5,443	-28.8%
	8	£18,291	£20,949	£26,216	-£5,627	-28.8%
	9	£19,047	£21,814	£27,300	-£5,861	-28.8%
	10	£19,636	£22,491	£28,144	-£6,040	-28.8%
	11	£20,591	£23,584	£29,513	-£6,335	-28.8%
	12	£21,525	£24,652	£30,852	-£6,624	-28.8%
	13	£22,489	£25,756	£32,233	-£6,920	-28.8%
	14	£23,485	£26,900	£33,661	-£7,224	-28.8%
	15	£24,166	£27,678	£34,637	-£7,435	-28.8%
	16	£24,875	£28,491	£35,653	-£7,652	-28.8%
	17	£25,574	£29,291	£36,655	-£7,868	-28.8%
Professional Range	18	£26,279	£30,097	£37,666	-£8,087	-28.8%
	19	£26,975	£30,895	£38,663	-£8,299	-28.8%
	20	£27,673	£31,697	£39,664	-£8,512	-28.8%
	21	£28,461	£32,597	£40,793	-£8,757	-28.8%
	22	£29,352	£33,617	£42,070	-£9,031	-28.8%
	23	£30,219	£34,610	£43,313	-£9,298	-28.8%
	24	£31,091	£35,609	£44,563	-£9,566	-28.8%
	25	£31,968	£36,615	£45,820	-£9,835	-28.8%
	26	£32,847	£37,620	£47,080	-£10,107	-28.8%
	27	£33,726	£38,625	£48,339	-£10,378	-28.8%
	28	£34,613	£39,643	£49,611	-£10,650	-28.8%
	29	£35,496	£40,652	£50,876	-£10,923	-28.8%
	30	£36,377	£41,664	£52,139	-£11,192	-28.8%

4.4 As can be seen from the tables below, when the basket of goods is broken down we can see that many of the elements that are driving the rises in the RPI relate to key basics like travel, clothing and fuel prices, with predictions that food costs will follow suit in coming months as a result¹⁷.

Table 2: Five of the 14 groups in the RPI basket of goods increased by more than 4.9% (September 2021)

¹⁷ Cost of living: Food boss says prices could rise by up to 15%: <https://www.bbc.co.uk/news/business-60734384>

Broad Categories	% annual increase
Motoring expenditure	10.3
Clothing and footwear	9.3
Household goods	7.0
Fares and other travel costs	6.2
Housing	5.1
Leisure goods	4.8
Catering	4.4
Fuel and light	3.3
Leisure services	3.3
Alcoholic drink	2.8
Personal goods and services	2.7
Household services	2.6
Tobacco	2.1
Food	0.9

Source: ONS October 2021

Table 3: 4 of the 14 groups in the RPI basket of goods increased by more than 11.7% (May 2022)

Broad Categories	% annual increase
Fuel and light	72.0
Motoring expenditure	18.5
Clothing and footwear	13.8
Household goods	13.0
Fares and other travel costs	11.6
Tobacco	8.9
Food	8.7
Catering	8.3
Housing	7.6
Household services	6.0
Leisure goods	5.6
Personal goods and services	4.3
Leisure services	4.3
Alcoholic drink	3.4

Source: ONS June 2022

4.5 Other relevant costs are also rising fast with childcare prices having risen above inflation once again¹⁸, with child care for a child under two costing 2.5 per cent more than it did a year ago at £138.70 per week, or over £7,000 per year. For a child aged two, it now costs 2 per cent more and for those aged 3-4 years old it has risen by 3.5 per cent.

4.6 Housing continues to rise with average house prices rising by over 10% in the last 12 months (16.2% in Wales).¹⁹ Rents are also rising, with Homelet reporting new rents in May 2022 rising 10.6% compared to May 2021 and 15.7% in London.²⁰

¹⁸ Childcare Survey, Coram Family and Children Trust: <https://www.coram.org.uk/resource/coram-family-and-childcare-survey-2022>

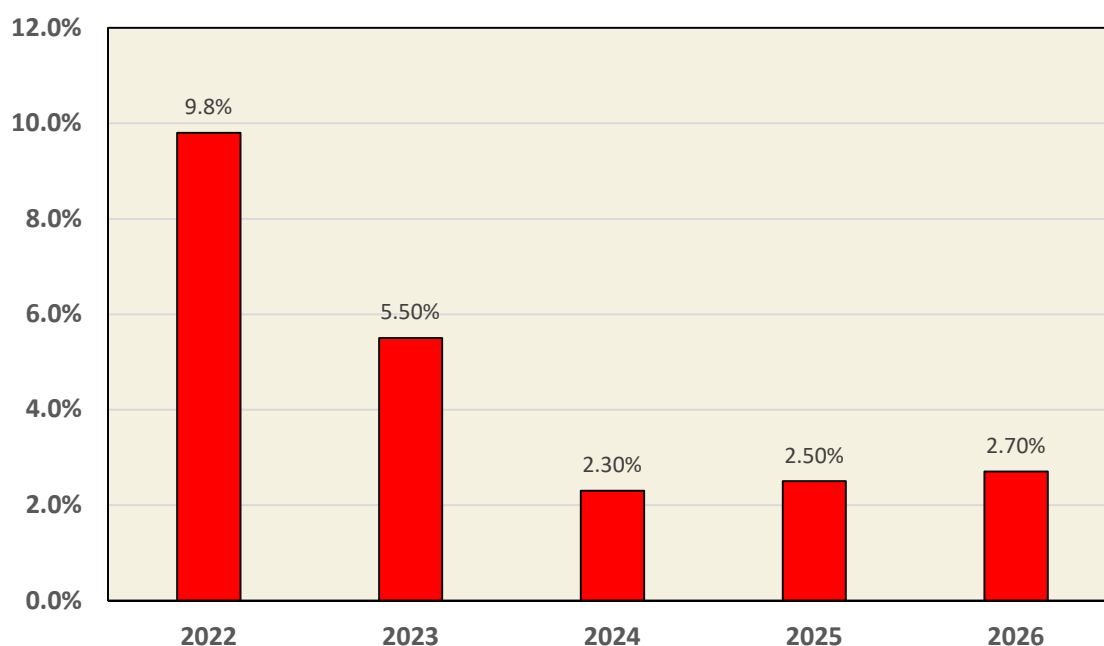
¹⁹ ONS UK House Price Index February 2022, published April 2022

²⁰ Homelet New Rent index: <https://homelet.co.uk/homelet-rental-index>

4.7 For the value of staff wages not to fall back even further, they must at least stay well ahead of predicted rises in the cost of living, which the Treasury's summary of city and independent forecasts puts at a median of 7.2% in 2022 and 3.5% in 2023²¹. The OBR forecast in March, that "At 9.8 per cent in 2022 as a whole, our forecast for RPI inflation is 2.4 percentage points higher than CPI inflation and 4.9 percentage points higher than our October forecast. This reflects higher house price inflation (which affects the housing depreciation component of RPI), alongside higher interest rates (which affect the mortgage interest 39 Economic and fiscal outlook Economic outlook payments component). We forecast RPI inflation to reach 10.5 per cent in April 2022, and peak at almost 11 per cent in the last quarter of 2022 then to fall back over the next two years reflecting the easing of CPI inflation to a below-target rate described above and falling house price inflation" The full 5 year forecasts are shown in the graph below. The OBR tends to be conservative in its predictions, but these annual rates can be viewed as the minimum rate at which pay rises would be needed for wages just to maintain their current value.

4.8 Historically, periods of wage constraint have been followed by periods of 'catch-up'. The alternative is a permanent devaluation of youth and community workers' wages. Against this backdrop, we believe that the Trade Union Side's claim for a 10% increase or PRI plus 2%, whichever the greater, on all pay points is both measured and reasonable.

Figure 2: Forecast annual increase in cost of living (RPI)



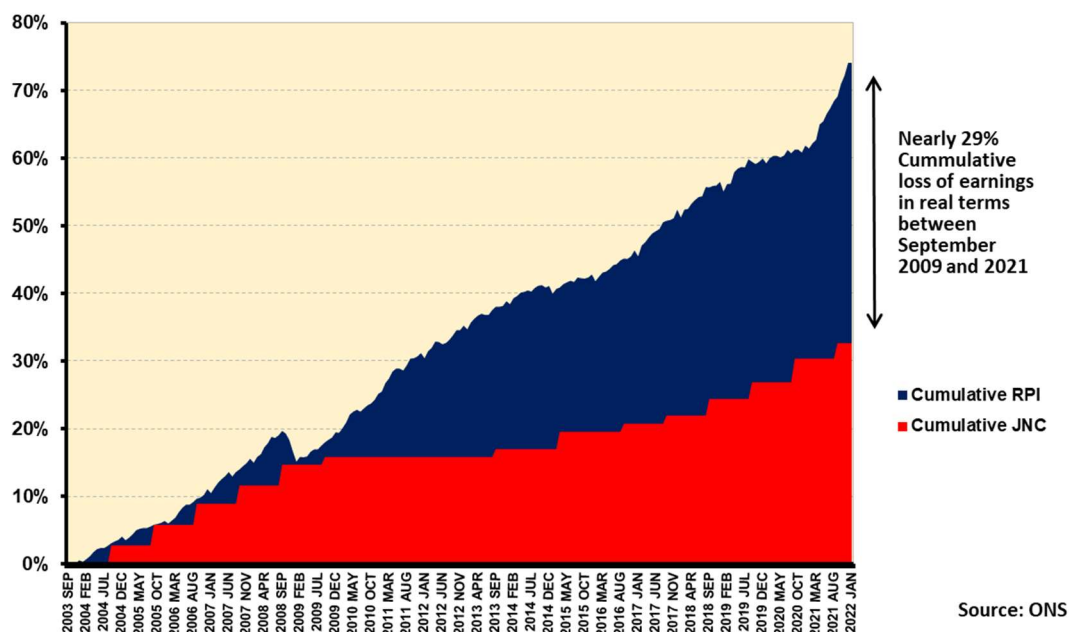
Source: OBR, *Economic and Fiscal Outlook*²², March 2022

4.9 The graph below shows the cumulative loss of earnings since 2010, with most JNC rates having lost nearly 29% between the agreement in September 2009 and September 2021.

Figure 3: Cumulative loss of earnings from the JNC compared to RPI

²¹ HM Treasury, *Forecasts for the UK Economy*, March 2022

²² <https://obr.uk/efo/economic-and-fiscal-outlook-march-2022/>



4.10 The real pay cuts experienced since the Conservatives entered government have had a significant impact on the purchasing power of youth and community workers. If the pay of youth and community workers had kept pace with RPI inflation²³ since 2009 then the vast majority would now be earning several thousand pounds more each year. This is just the amount their pay should have increased by in order for their living standards to stand still, rather than improve. By increasing the 2009 salary rates by inflation each year, the figures in Table 1 illustrate the deep inroads that have been made into the personal budgets of youth and community workers and their families due to government cuts and intransigence from employers.

4.11 It is worth noting that even those who would have been on the lowest pay bands in 2009 would now be facing real term reductions in their pay. This erodes good progress made to eradicate poverty pay from the service.

4.12 The Trade Union Side recognises that catching up on large losses of earnings over the decade would require a longer period than simply one or two years, but believes that now is the time to start to recoup this loss.

4.13 **The Trade Union Side is therefore recommending an increase of 10% or RPI plus 2%, whatever the greater, across all pay points.**

²³ The Trade Union Side consider the Retail Price Index to be the appropriate measure of inflation. The Government still refers to RPI as its preferred measure when considering student loans, private pension uprating and index linked gilts and bonds. RPI is still widely used as the preferred measure in private sector pay settlements. Significantly, unlike other measures, the RPI includes housing costs, which are clearly a major component of workers' expenditure.

5. Pay comparators

5.1 As has been stressed earlier, there is now a wide public consensus on the need for youth and community services. The ability of local government to attract and retain staff in the long term is being damaged if the pay of its staff falls behind the going rate in the wider labour market. This table shows how a decade of below average JNC pay awards have caused youth and community staff to fall behind their equivalents in the private sector and wider economy.

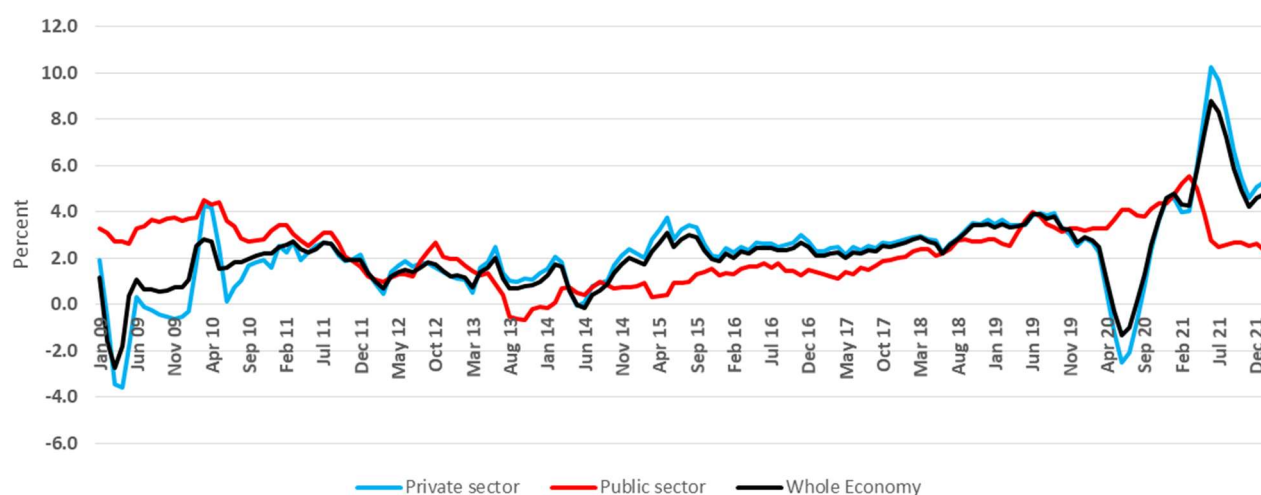
Table 4: JNC pay awards Vs those in the wider economy since 2010²⁴

Year	Across economy	Private services*	JNC Pay Award
2010	2%	2%	0%
2011	2.5%	2.7%	0%
2012	2.5%	2.8%	0%
2013	2.5%	2.5%	1%
2014	2.5%	2.5%	2.2%
2015	2.2%	2.4%	
2016	2%	2%	1%
2017	2%	2.2%	1%
2018	2.5%	2.5%	2%
2019	2.5%	2.5%	2%
2020	2.3%	2.2%	2.75%
2021	2.0%	2.32%	1.75%

*Does not include manufacturing and primary, as these are less accurate comparators

5.2 The graph below shows trends in average earnings growth over the last two years. The acceleration of the general rate to 3.9% in July 2019 took average earnings growth to its highest level in over a decade, and while the effect of the Covid-19 pandemic on the economy had caused that figure to drop sharply it remains high and is beginning to rise again.

Figure 4: Average Weekly Earnings - total pay, % changes year on year, 3 month average



Source: ONS

²⁴ Labour Research Department, settlements year to September 2020

- 5.3 As in the case of pay settlements, a gap between public and private rates has been a persistent feature of the economy over the last decade and even though private sector average earnings fell sharply over the pandemic, it has recovered significantly in many sectors.
- 5.4 The Annual Survey of Hours and Earnings (ASHE) 2021 provisional results record the median annual gross pay of youth and community workers²⁵ as £23,136 and the mean as £21,443. The median pay of a full-time youth and community worker is £27,041 while for those working part-time the median annual pay is £11,823. A quarter of all youth and community workers are recorded as earning £13,092 or less and 80% earning £28,203 a year or less.
- 5.5 The same ASHE 2021 occupational data gives the median pay for all social workers²⁶ as £35,642, and the mean at £34,500. The median for full time social workers is £37,890. For teachers, the ASHE 2021 occupational data states that the median for all teaching and educational professionals²⁷ is £36,935 and for full time workers it is £40,712.
- 5.6 When we consider the classroom teachers pay rates 2021 (Tables 5 sets out the joint union recommended pay structures²⁸) we can see that this is broadly comparable to the professional range of the JNC. However, teachers with management responsibilities can expect to be paid significantly above these scales. More striking are the significantly better London Area Allowances teachers receive compared to the JNC (Table 6).

Table 5 Joint Union Teacher Pay Scales for Qualified Classroom Teachers (from 1 September 2021)

	England 1 Sept 2021	Wales 1 Sept 2021	Inner London 1 Sept 2021	Outer London 1 Sept 2021	London Fringe 1 Sept 2021
Main Pay Range	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.
1 (minimum)	£25,714	£27,491	£32,157	£29,915	£26,948
2	£27,600	£27,491	£33,658	£31,604	£28,828
3	£29,664	£29,699	£35,226	£33,383	£30,883
4	£31,778	£31,986	£36,866	£35,264	£32,999
5	£34,100	£34,505	£39,492	£38,052	£35,307
6 (maximum)	£36,961	£37,973	£42,624	£41,136	£38,174
Upper Pay Range	£ p.a.	£ p.a.	£ p.a.	£ p.a.	£ p.a.
1 (minimum)	£38,690	£39,367	£46,971	£42,559	£39,864
2	£40,124	£40,826	£49,279	£44,133	£41,295
3 (maximum)	£41,604	£42,332	£50,935	£45,766	£42,780

²⁵ ASHE 2021 Provisional data, Table 14.7a Annual Gross Pay, SOC 3231

²⁶ ASHE 2021 Provisional data, Table 14.7a Annual Gross Pay, SOC 2442

²⁷ ASHE 2021 Provisional data, Table 14.7a Annual Gross Pay SOC 23

²⁸ See here: <https://neu.org.uk/pay-scales> In 2021 there was a pay freeze in England and in Wales they received 1.75% <https://gov.wales/sites/default/files/publications/2021-09/school-teachers-pay-and-conditions-wales-2021.pdf>

Table 6: Annual London Allowances

Teachers Main Pay Range	Inner £ p.a.	Outer £ p.a.	Fringe £ p.a.
1	£6,443	£4,201	£1,234
2	£6,058	£4,004	£1,228
3	£5,562	£3,719	£1,219
4	£5,088	£3,486	£1,221
5	£5,392	£3,952	£1,207
6	£5,663	£4,175	£1,213
Teachers Upper Pay Range			
1	£8,281	£3,869	£1,174
2	£9,155	£4,009	£1,171
3	£9,331	£4,162	£1,176
Youth and Community workers (JNC)	£3,253	£2,137	£833

5.7 The Trade Union Side believes that an increase of 10% or RPI plus 2 % whichever is greater across all pay points and allowances would help to reduce the pay differential between youth and community workers and other comparable professions.

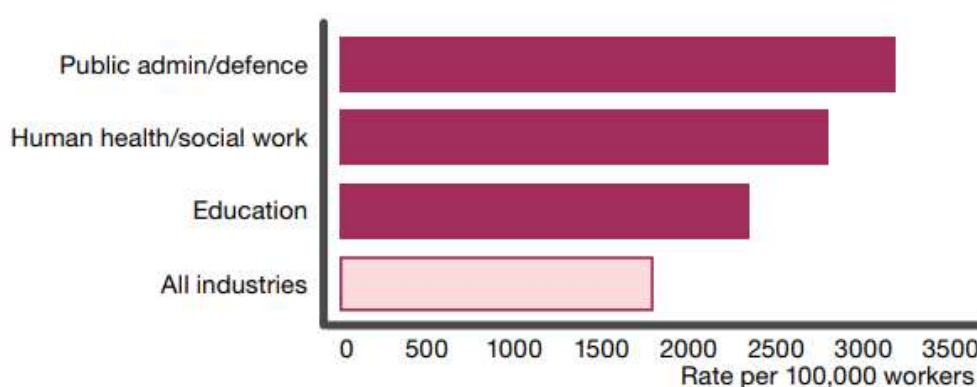
Table 7: Trade Union Side Claim

		Pay Spine Sep-2009	Pay Spine Sep-2021	2022 claim (10% or RPI plus 2% whichever the greater)	
Professional Range	Youth and Community Support Worker Range	5	£16,509	£ 19,646	£21,610
		6	£17,100	£ 19,975	£21,972
		7	£17,697	£ 20,271	£22,298
		8	£18,291	£ 20,949	£23,044
		9	£19,047	£ 21,814	£23,996
		10	£19,636	£ 22,491	£24,740
		11	£20,591	£ 23,584	£25,942
		12	£21,525	£ 24,652	£27,117
		13	£22,489	£ 25,756	£28,332
		14	£23,485	£ 26,900	£29,590
		15	£24,166	£ 27,678	£30,446
		16	£24,875	£ 28,491	£31,340
		17	£25,574	£ 29,291	£32,220
		18	£26,279	£ 30,097	£33,106
		19	£26,975	£ 30,895	£33,985
		20	£27,673	£ 31,697	£34,867
		21	£28,461	£ 32,597	£35,856
		22	£29,352	£ 33,617	£36,979
		23	£30,219	£ 34,610	£38,071
		24	£31,091	£ 35,609	£39,170
		25	£31,968	£ 36,615	£40,276
		26	£32,847	£ 37,620	£41,382
		27	£33,726	£ 38,625	£42,488
		28	£34,613	£ 39,643	£43,607
		29	£35,496	£ 40,652	£44,717
		30	£36,377	£ 41,664	£45,830

6. Work-life balance and well-being

- 6.1. The JNC was originally designed to meet the needs of youth and community workers to effectively plan their time, ensure they are rested and to enjoy life outside of work as well as being able to deliver the youth service a local community deserves.
- 6.2. The Trade Union Side believes that rising workloads due to cuts, compounded by the pandemic, mean that increasingly youth and community workers are expected to work overtime that is unpaid and they are not able to take the time back as TOIL. In some cases, this is because of increased numbers of evening shifts or weekend shifts.
- 6.3. These trends must be seen in the context of an epidemic of stress and anxiety across the UK economy. According to the HSE stress, depression or anxiety accounts for 50% of all work-related ill health cases in 2020/21²⁹. While data is no longer available for days lost due to the statistical disruption over the pandemic, in 2019/20 this accounted for 55% (17.9 million) of all working days lost due to work-related ill health³⁰. The predominant cause of work-related stress, depression or anxiety from the Labour Force Survey was workload, in particular tight deadlines, too much work or too much pressure or responsibility - the biggest single cause of sick leave by some distance.
- 6.4. Analysis by the Health and Safety Executive (HSE) of Labour Force Survey statistics shows that this is an acute issue within local authority services with human health and social work, public administration and education all accounting for some of the highest levels of average rates of stress, depression or anxiety³¹.

Figure 4. Industries with higher than average rates of stress, depression or anxiety, averaged 2018/19-2020/21



Source: HSE

- 6.5. The pandemic has had a huge impact on these levels of stress, depression and anxiety and this has had a disproportionate impact on public service workers, who have often been on the frontline of the pandemic³².

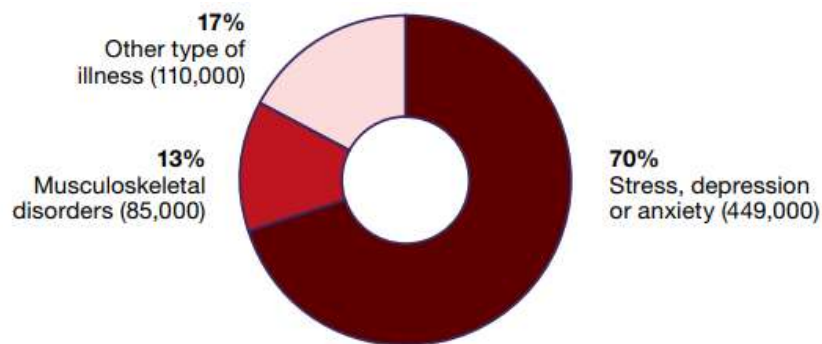
²⁹ <https://www.hse.gov.uk/statistics/overall/hssh2021.pdf>

³⁰ HSE Annual Statistics Annual Statistics, November 2020

³¹ HSE Health and safety at work, summary statistics, November 2021: <https://www.hse.gov.uk/statistics/overall/hssh2021.pdf>

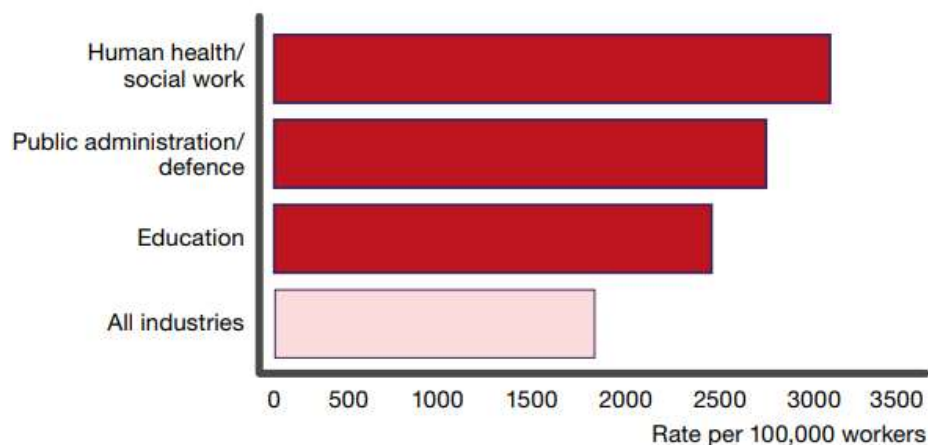
³² HSE Health and safety at work, summary statistics, November 2021: <https://www.hse.gov.uk/statistics/overall/hssh2021.pdf>

Figure 5. New and long-standing cases of work-related ill health caused or made worse by the effects of the coronavirus pandemic by type, 2020/21



Source: HSE

Figure 6. Industries with higher than average rates of new and long-standing work-related ill health caused or made worse by the effects of the coronavirus pandemic 2020/21



Source: HSE

6.6. Sickness absence levels can be seen as a proxy indicator for the wellbeing of staff and this has been recognised by the LGA in its 2019 Workforce Focus report³³. That highlighted the relatively high rates of sickness in local authorities (over double that of the economy as a whole) and that the most common cause of sickness absence in 2016/17 was 'stress, depression, anxiety, mental health and fatigue' (28.9% of days lost). Although the pandemic is likely to have had a significant impact in increased absences³⁴ the HSE data would imply that if anything the rates of 'stress, depression, anxiety, mental health and fatigues' are likely to have risen.

6.7. The 2017 Stevenson / Farmer review of mental health and employers³⁵ for the government found that the cost of poor mental health to government is between £24 billion and £27 billion which includes the

³³ LGA, Workforce Focus, April 2019

³⁴ LGA, COVID-19 Workforce Survey - 11 December 2020

³⁵ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/658145/thriving-at-work-stevenson-farmer-review.pdf

costs of providing benefits, falls in tax revenue and costs to the NHS. One of its core recommendations to employers is for them to *“provide employees with good working conditions and ensure they have a healthy work life balance and opportunities for development”*

6.8. The Trade Union Side therefore restates its belief that this trend is having a harmful effect on individual youth workers and a detrimental impact on the quality of the youth service delivered, as the ability of youth and community workers to plan their time appropriately is eroded. Joint work is ongoing on this crucial issue, but Trade Union Side unions are clear that a meaningful pay rise and improvements to workload and working time must play a central role in tackling this epidemic.

6.9. To compensate for growing overtime, Trade Union Side therefore proposes:

- **Making the current guidance on work-life balance mandatory, to ensure compensatory leave (TOIL) is always accrued for extra hours worked**
- **Each working week should contain two consecutive days that are designated as non-working days. Any TOIL for residential work will be completely separate from these designated non-working days.**
- **Formal definition of an evening session as any session that finishes after 6pm.**

7. Working time and long hours

7.1. Union members report unpaid overtime is being worked on an industrial scale following years of cuts in the sector. Youth and community workers have seen expanding responsibilities and redundancies leading to increased workloads and an unsustainable culture of long hours, as staff prop up the service. This represents an enormous goodwill contribution by a workforce that is approaching its breaking point. The Trade Union Side strongly believes that workers should be paid for all the hours they work.

7.2. The negative impacts of long hours and high workloads are well documented. Long hours can lead to serious and long term mental and physical ill health, stress, fatigue and increases in workplace accidents³⁶. Research also shows the impact that long hours can have in decreasing productivity within organisations³⁷, lowering morale and leading to increased staff turnover³⁸.

7.3. Members are reporting that employers have started to push the definitions within the JNC to make their workers fill gaps. Examples of this are the introduction of so called “twilight shifts” that start late afternoon but run into the evening (e.g. 4-8pm) in order to avoid paying evening working rates. Other employers have interpreted the JNC maximum of 8 evening sessions in a row to be the norm for their workforce.

7.4. Recent TUC analysis³⁹ shows that public sector employees continue to carry out a disproportionate amount of unpaid overtime in the UK, and point out that in the public sector, overworking and excessive

³⁶ http://www.hse.gov.uk/research/hsl_pdf/2003/hsl03-02.pdf

³⁷ <http://ftp.iza.org/dp8129.pdf>

³⁸ <https://www.employment-studies.co.uk/system/files/resources/files/352.pdf>

³⁹ TUC, UK workers and unpaid overtime, Feb 2022 <https://www.tuc.org.uk/news/uk-workers-put-ps27-billion-worth-unpaid-overtime-during-last-year-tuc-analysis>

workloads are driven by a recruitment and retention crisis, exacerbated by a decade of government-imposed pay restraint.

7.5. Statistics have been disrupted by the pandemic but the Labour Force Survey has consistently shown that disproportionate numbers of local government workers normally work some unpaid overtime - compared to all employees.

6.1 Studies have found that reducing working time and taking holidays is extremely good for morale and health - it can make people happier⁴⁰ and even prolong lives⁴¹. Researchers have also shown that more time off improves productivity and is therefore good for employers and the economy as a whole⁴², while benefiting wider society,⁴³ the environment,⁴⁴ and good for gender equality given women shoulder more than 60% of unpaid work⁴⁵.

7.6. Working time practices and norms have not stayed static over time, and it is right that they should be reviewed and updated. The Trade Union Side is therefore calling for a 35-hour working week without loss of pay, while ensuring there is sufficient time for planning and admin.

7.7. The Trade Union Side is also calling for work-life balance and the issue of time off in lieu to be taken much more seriously. The JNC joint guidance on work-life balance was a welcome start, but too many local authorities fail to follow it. The Trade Union Side is therefore calling for this guidance to be incorporated into the Pink Book on a mandatory basis. The Trade Union Side is also calling for time off in lieu to be accrued on a compensatory basis – i.e. that compensatory leave should be guaranteed for all extra hours worked.

8. Equality impact and pay gaps

8.1. The Trade Union Side welcomes the work that has already been undertaken through workforce surveys to assess the pay gaps in youth and community work. This data gathering exercise has been a useful start in the process but now concrete action is needed to tackle the problem.

8.2. The latest ONS Gender Pay Gap data shows a gender pay gap of 7.9% (15.4% for part time workers) for the whole economy.⁴⁶ The Annual Survey of Hours and Earnings (ASHE)⁴⁷ in 2021 also shows that the median annual earnings figure in youth and community work for women is 12% less than men (£3,277 less a year) and the mean is 9% less (£2,085 less). While the data sample is not large enough to provide analysis of the relationship between part- and full-time rates it is likely that the part time to full time gender pay gap is far higher.

⁴⁰ <https://link.springer.com/article/10.1007%2Fs11482-009-9091-9>

⁴¹ https://www.eurekalert.org/pub_releases/2018-08/esoc-tav082318.php

⁴² <https://hbr.org/2015/06/are-we-more-productive-when-we-have-more-time-off>

⁴³ <https://neweconomics.org/2018/11/five-reasons-why-nef-supports-the-4-day-week-campaign>

⁴⁴ https://www.researchgate.net/publication/323366145_Working_hours_and_carbon_dioxide_emissions_in_the_United_States_2007-2013

⁴⁵ <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/articles/womenshouldtheresponsibilityofunpaidwork/2016-11-10>

⁴⁶ ONS Gender pay gap 2020, Prov – Table 14.12 – Occupation SOC10

⁴⁷ ONS ASHE 2021, Prov – Occupation SOC10 (4) Table 14.7a Annual Pay – Gross 2021

- 8.3. According to the Joint Negotiating Committee for Youth and Community Workers: Workforce Survey 2021 the gender pay gap across all full-time youth and community workers was 4.5 per cent (based on mean hourly rates of females and males).
- 8.4. This suggests that more interrogation is needed to fully understand the issue. Given that the service is majority run by female workers there can be no more excuses for a persistent gender pay gap.
- 8.5. The JNC survey has also usefully begun the process of mapping race and age demographics in the service and while similar data is not currently available for the race or disability pay gap, they are likely to be significant.⁴⁸
- 8.6. The Trade Union side believe that cuts to real pay, terms and conditions, and employment totals by JNC employers have had a disproportionate impact on workers who share protected characteristics as defined by the Equality Act.
- 8.7. The Women's Budget Group and others have produced clear evidence that low pay and austerity are having a disproportionate impact on women⁴⁹ including most recently through the disproportionate impact of the housing crisis on women⁵⁰. At the same time the Runnymede Trust and others have produced similar reports on the impacts on black and ethnic minority communities⁵¹.
- 8.8. Public sector employers have a legal obligation to 'remove or minimise disadvantages' faced by workers who share a protected characteristic. Raising pay in real terms, after many years of decline, would be in line with at least the spirit of the Public Sector Equality Duty. In the Trade Union Side's view, continued cuts would clearly be contrary to it.
- 8.9. The Trade Union Side wish to restate that simply understanding the problem is not sufficient and what is needed is concrete actions to be taken. This could include service level reporting of the issue, the development of a JNC toolkit to help authorities carry out equality audits and good recruitment and retention practice, as well as national guidance for local authority employers.
- 8.10. Recruitment of under-represented groups into the service and up to senior roles is also important and work should be done to develop JNC apprenticeships to help fund new qualified youth and community workers that is targeted at specific communities and demographics.
- 8.11. The Trade Union Side is calling for further join work to develop concrete actions to tackle the race and gender pay gaps in youth work.**

⁴⁸<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/articles/ethnicitypaygapsingreatbritain/2018>

⁴⁹ <https://wbg.org.uk/resources/women-and-austerity/>

⁵⁰ <https://wbg.org.uk/analysis/reports/a-home-of-her-own-housing-and-women/>

⁵¹ https://www.runnymedetrust.org/uploads/PressReleases/1%20bme_executive_summary-A3-01.pdf

9. Conclusion

- 9.1. In this pay claim the Trade Union Side have clearly laid out the case for a significant real terms pay rise for youth and community workers. It is a workforce that delivers huge benefits to local communities and wider society; it is a skilled and dedicated workforce and they are not being recognised and valued as such.
- 9.2. With a spiralling cost of living crisis it is more important than ever that the employers act to tackle the falling living standards of youth and community workers. Such action will send the message that their work is valued and would acknowledge the important role they play over the long term.
- 9.3. An increase of 10% or RPI plus 2%, whichever the greater, on all pay rates would begin to reverse the fall in living standards inflicted upon youth and community workers.
- 9.4. New systems for time off in lieu (TOIL), working hours and work-life balance would deliver real improvements to the well-being of staff, and consequently to the quality of youth services provided.
- 9.5. Continued joint work on pay gaps would bring crucial equality assurance to the pay JNC pay structure.
- 9.6. Our claim is right and just and the Trade Union Side therefore seeks full and open negotiations on the points that we have raised.