

	Children, Education, Libraries and Safeguarding Committee 17 November 2016
Title	Youth Service Review
Report of	Commissioning Director, Children and Young People
Wards	All
Status	Public
Urgent	No
Key	No
Enclosures	Appendix A – Youth Service Review Strategic Outline Case
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Summary

Barnet's Children & Young People's plan sets out our vision for Barnet to be 'the most Family Friendly borough in London by 2020.' This means making Barnet an even better place to live for all our families and our strategy to achieve this is to focus on developing children, young people and families' resilience. Resilience, evidence tells us, is critical to achieving best outcomes for children and young people.

Adolescence is a crucial time to build resilience of young people as it can be a complex period of continuous change and the period in which the long-term effects of experiences of adversity become most evident.

The Youth Service has a key role in developing the resilience of young people. Most young people make a successful transition to adulthood; however some young people will require additional support. It is these young people who Youth Services must identify early and support through a targeted approach that will build resilience and secure improved outcomes. The context of a 56% reduction in Youth Service budget also adds to the importance of ensuring that the Youth Service works with those in need of additional

support through an approach targeted to their needs. This financial context, alongside a changing internal and external provider landscape in Barnet and limited statutory duties, offers new opportunities to review how Youth Services are delivered.

The Youth Services Review project has been established to decide how best to provide Youth Services that will deliver the Family Friendly Barnet vision and be sustainable in the long term. The Youth Services review project has the following objectives:

- To deliver the best outcomes possible for young people with the resources available
- To enable vulnerable young people to build their resilience, reducing need for more costly later interventions
- To provide integrated services so that they are joined up around the needs of young people and feel seamless to users
- To develop a sustainable model for Youth Services

The Youth Services review project has recently been merged with the Early Years' Review Phase 2 project to form the 0 – 19 project to allow a holistic review of Early Intervention and Prevention services.

Recommendations

- 1. That the Children, Education, Libraries and Safeguarding Committee note the content of the report and approve the strategic outlines case.**
- 2. That the Children, Education, Libraries and Safeguarding Committee delegate authority to the Commissioning Director of Children and Young People to prepare a draft outline business case, with options for consultation, and report back to a future meeting of this committee.**

1. WHY THIS REPORT IS NEEDED

Strategic context and the case for change

- 1.1 There is an established national body of evidence showing that the teenage years are a crucial time for building young people's resilience. Adolescence can be a complex period of continuous change. These changes are for the most part the normal pressures of growing up and do not lead to detrimental outcomes. However some young people will require additional help and it is these young people who Youth Services must identify early and support through a targeted approach that will build resilience and secure improved outcomes. This is crucial to achieve Barnet's vision to be 'the most Family Friendly borough in London by 2020' by developing resilience of children, young people and their families'.
- 1.2 Early support through a targeted approach is also crucial to reduce and prevent the need for high cost statutory interventions. In Barnet young people aged 15-17 accounted for a quarter of 2015/16 care entries with the most frequently cited factors being socially unacceptable behaviour and / or Gangs and Serious Youth Violence or Child Sexual Exploitation. The costs of this care ranged from £529 - £2,916 per week per young person. Analysis has

shown the average length of time in care for an 11-16 year old in Barnet was 2.4 years with an associated spend of £165,000.

- 1.3 The context of a 56% reduction in Youth Service budget also adds to the importance of ensuring that the Youth Service works with those in need of support through an approach targeted to their needs. Currently the Youth Service offers a range of provision across various ages and levels of intervention from universal to specialist.
- 1.4 This financial context, alongside a changing internal and external provider landscape in Barnet and limited statutory duties, offers new opportunities to review how Youth Services are delivered.
- 1.5 There is a changing provider landscape of Youth Work in Barnet. Council leisure services, which include youth focused recreational activities, are currently being recommissioned. The Young Barnet Foundation is being established to work with, and support, voluntary sector organisations working with children and young people in Barnet. Also Youth Zone, a new state-of-the-art centre offering activities and opportunities to all young people, is due to open in Barnet in 2018.
- 1.6 Local authorities have a statutory duty to provide sufficient services and activities for 13 to 19 year olds, and young people up to 24 with learning difficulties. Services should improve young people's wellbeing through educational and recreational services and support personal and social development. In 2012 the Government refreshed the Statutory Guidance to "protect clear, positive outcomes for young people, rather than prescribing specific services which might not meet the specific needs of the local people".
- 1.7 In addition, the Government's vision for youth work sets out how central and local government should work in partnership more effectively with all parts of society including communities, voluntary and community sector providers, and business to improve outcomes for young people and help all young people succeed, particularly those who are most disadvantaged or vulnerable.
- 1.8 These limited statutory duties and national strategic direction recognise the importance of youth work but can and have been interpreted in a variety of ways. There is no longer a consistent model of Youth Service delivery across the UK. However there has been a trend of reducing or ceasing universal youth services to focus on targeted provision and some local authorities have restructured Youth Services to generate income to sustain provision.
- 1.9 The Youth Services Review project has been established to decide how best to provide Youth Services that will deliver the Family Friendly Barnet vision and be sustainable in the long term. The Youth Services review project has recently been merged with the Early Years' Review Phase 2 project to form the 0 – 19 project to allow a holistic review of Early Intervention and Prevention services.

- 1.10 The key consideration in this review will be using the resources available in the most effective way to improve outcomes for young people who need additional support. Based on the outcomes set out in Children and Young People's Plan and the strategy to support young people to develop their resilience, the outcomes that the review will focus on improving are:
- Building resilience of the most vulnerable young people
 - Positive Health and Wellbeing outcomes for young people
 - Readiness for Adult life
 - Reducing risky behaviour
 - Taking part in positive activities
 - Young people have their say

Services in scope

- 1.11 The services which are included in the scope of the Youth Service review are:

Positive activities

- Universal positive activities delivered in the school holidays
- Targeted positive activities offer a range of opportunities to vulnerable and hard to reach groups
- Creative Arts positive activities uses arts to engage young people, particularly those facing a range of physical, educational and emotional challenges.

Services to schools

- Duke of Edinburgh
- Education Welfare - support schools across the borough to monitor and promote attendance and reduce absence
- Alternative Education is a range of bespoke and accredited educational programmes

Targeted Youth Work includes 1:1 and group work and supports young people with specific work around particular issues

- Targeted positive activities as described above
- A one to one counselling service
- Out of court disposals - work with young people who are involved in anti-social behaviour and first time or low level offending
- Detached youth work - a team of detached youth workers carry out youth work within street settings across the borough.
- Keeping Young People Safe (KYPS) - a project to limit gang exposure and reduce risk of gang membership and serious youth violence activity of those children and young people who are at risk of doing so.

Play services

- Free Early Education for 2 year olds
- After school provision for children aged 4 and a half to 11 years old
- Holiday play schemes for children in need aged 4 and a half to 11 years old

Areas of consideration

- 1.12 With this context in mind, there are a number of areas for consideration in shaping our evolving model of Youth Services. These will be explored further in the development of the draft outline business case, which will set out a range of options for consultation. These considerations are:
- Review universal Youth Services to ensure resources are focused on a resilience model for young people, targeted at the most vulnerable
 - Remodelled targeted offer
 - Increased integration of Youth Services
 - Maximise use of buildings

2. REASONS FOR RECOMMENDATIONS

Review universal Youth Services to ensure resources are focused on a resilience model for young people, targeted at the most vulnerable

- 2.1 As set out earlier, building resilience is central to the Children's and Young People's Plan and adolescence is a crucial time to build resilience. As is the case now building resilience of young people will continue to be a key objective of the Youth Service, however within the reducing budget envelope, this will be focused on those who need it most. To ensure the resilience of those who need it most is built, this review will consider the amount of universal services which are delivered and how these services should be delivered. These services will be reviewed in light of the needs of the most vulnerable young people in Barnet, statutory duties and what other providers in the borough are delivering. Currently the Youth Service delivers a range of services across different levels of intervention from universal to specialist.
- 2.2 Options for reviewing universal Youth Services to ensure resources are focused on a resilience model for young people, targeted at the most vulnerable will include:
- Reduce the amount of, or cease delivery of universal Youth Services
 - Deliver cost neutral universal Youth Services by charging service users
 - Consider other income generation opportunities to potentially expand provision
 - Consider what other providers in the borough are delivering

Remodelled targeted offer

- 2.3 With the recognition the existing budget envelope should be used to deliver a targeted service, a key consideration becomes where resources should be focused and what targeted services should be delivered. As detailed earlier there are changing needs in the borough and this project will review Youth Services in light of these changing needs and alongside what other internal and external providers are delivering. For instance the Education and Skills service deliver the statutory Education Welfare offer to schools. This will ensure interventions delivered by the Youth Service are focused on need and

where they can add most value in the intervention and prevention early in the life of a problem to build the resilience of vulnerable young people.

- 2.4 Options to be explored further in the outline business case will be:
- Reconsider the more statutory elements of the Youth Service offer such as Education Welfare and Out of Court Disposals services
 - Youth Service offer which focuses on the needs of the most vulnerable such as CSE, Gangs and Serious Youth Violence and Missing
 - Equity of Youth Service provision across the borough

Increased integration of Youth Services

- 2.5 There is evidence integrated services are better for young people and their families. Integration is holistic support which joins up services around the needs of the young person and family. Youth Services and Early Years are within the Early Intervention and Prevention (EIP) directorate within Family Services and these projects have been merged to ensure a holistic remodelling of Early Intervention and Prevention services from 0 – 19 years. This will enable the development of an effective resilience model for young people and their families, a joined up service for a seamless user experience. Merging these two projects will also ensure there is consistent strategic direction, alignment and reduced duplication across 0 – 19 EIP services.
- 2.6 There are also other important linkages across the council, particularly with Education and Skills and Leisure, to deliver Youth statutory duties. Finally, IT systems will be a key enabler in increasing integration.
- 2.7 Integration options that will be explored in a draft outline business case will be:
- Model for the delivery of joined up 0 – 19 EIP services which build the resilience of children, young people and their families

Maximise use of buildings

- 2.8 The main buildings Youth Services are currently delivered from is Canada Villa Young People's centre in Mill Hill, Finchley Youth Centre in East Finchley and play services are delivered from Greentop Young People's Activity Centre in Grahame Park. If there is a change to the level and type of provision which is delivered then it would provide an opportunity to review the use of these buildings. There are also other opportunities to maximise the use of buildings. As part of the council's move to Colindale, Family Services are also developing a Family Friendly hub in the east of Barnet which will be a base for staff and have some facilities for service delivery. In addition, a Youth Zone will be built in Barnet in 2018 which will provide activities and opportunities to all young people between the age of 8 and 19 years old (up to 25 years old for people with disabilities).
- 2.9 Options to be explored further in a draft outline business case will be:
- Where there is potential for further utilisation, maximise the use of buildings which are currently being used for Youth Service activity

3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

3.1 The Strategic Outline Case makes the case for further exploring a range of options through the development of a draft Outline Business Case.

- 3.2 The alternative option would be to do nothing and continue with the same service which is currently in place. This is not recommended as it would:
- Not improve resilience outcomes in young people in line with Barnet's new vision set out in the Children and Young People's Plan
 - Not reflect the new financial position and therefore unlikely to be sustainable in the long term

4. POST DECISION IMPLEMENTATION

- 4.1 The next steps in the project are:
- Continue and expand the stakeholder engagement
 - Develop the options in more detail
 - Carry out more detailed financial and other analysis (eg impact of changes in other authorities)
 - Build the options' assessment criteria
 - Prepare consultation documents as part of a draft Outline Business Case

5. IMPLICATIONS OF DECISION

5.1 Corporate Priorities and Performance

5.1.1 Embedding a resilience model for young people, targeted at vulnerable young people supports the corporate priorities of fairness responsibility and opportunity, through helping young people and their families to be able to help themselves.

5.1.2 Developing a resilience model in Youth Service supports Barnet's Health and Wellbeing Strategy 2015-20, which includes objectives to 'improve outcomes for young children and their families' and provide care and support to facilitate good outcomes.

5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)

5.2.1 The overall investment in Youth Services is set out below.

BUDGET	DESCRIPTION	STAFF BUDGET	NON-STAFF BUDGET	INCOME BUDGET	TOTAL
Positive Activities	Positive Activities	15,030	149,110	(42,000)	122,140
	Duke of Edinburgh	25,120	94,740	(65,000)	54,860
	Accreditation licensing	31,000	50,170		81,170
Positive Activities Total		71,150	294,020	(107,000)	258,170

Skills, Sports & Play	Play Service & Greentops	121,710	40,650	(60,000)	102,360
	Children in Need holiday play scheme		40,000		40,000
Skills, Sports & Play Total		121,710	80,650	(60,000)	142,360
Targeted Youth Support	Youth & Community Mgt Team	1,370	23,470	(15,000)	9,840
	Youth Workers	899,100	4,230.00		903,330
	Youth Homelessness contract		243,200		243,200
Targeted Youth Support Total		900,470	270,900	(15,000)	1,156,370
Youth Centres & Equipment	Rithmik (radio and music production)	35,090	8,324		43,414
	Canada Villa	10,030	45,730		55,760
	Finchley Youth Centre	23,570	26,650		50,220
Youth Centres & Equipment Total		68,690	80,704		149,394
TOTAL		1,162,020	726,274	(182,000)	1,706,294

5.2.2 In November 2015 the Children, Education, Libraries and Safeguarding Committee agreed a savings programme in order to meet the target saving required for 2016-20, which had increased to £14.5m from £9.9m previously. This agreed savings programme then informed the Council's Medium Term Financial Strategy, which was agreed by the Policy and Resources Committee on 16 December 2015.

5.2.3 Included in this savings programme was a saving of Youth MTFs budget reductions (incl. traded service proposal) of £800k from £1.7m budget by 2019/20. This represents about a 56% cut in total funding. The Business Planning agenda item to the Children, Education, Libraries and Safeguarding Committee in November 2016 recommends that the Committee confirms this level of savings.

5.3 Social Value

5.3.1 The Public Services (Social Value) Act 2013 requires people who commission public services to think about how they can also secure wider social, economic and environmental benefits. Before commencing a procurement process, commissioners should think about whether the services they are

going to buy, or the way they are going to buy them, could secure these benefits for their area or stakeholders.

- 5.3.2 The draft Outline Business Case will give consideration to the wider social, economic and environmental benefits that could be gained through each of the options.

5.4 Legal and Constitutional References

- 5.4.1 Section 507B of the Education Act 1996 places a duty on local authorities, so far as is reasonably practicable, to secure sufficient educational and recreational leisure-time activities and facilities for 13 to 19 year olds, and young people up to 24 with learning difficulties, to improve their wellbeing, and to support young people's personal and social development. The legislation also details how local authorities can meet these statutory duties through a variety of ways. Local authorities can directly provide facilities and organise activities for positive leisure time activities, assist others in the provision of such facilities and organisation of activities or facilitate access to these facilities and activities. This section also requires a local authority to take steps to ascertain the views of young people in the local area about positive leisure-time activities and facilities in the area, the need for any additional activities and facilities and access to such facilities and activities.

- 5.4.2 Local authorities have specific duties in respect of children under the Children Acts 1989 and 2004. They have a general duty to safeguard and promote the welfare of children in need in their area and, provided that this is consistent with the child's safety and welfare, to promote the upbringing of such children by their families by providing services appropriate to the child's needs. They also have a duty to promote the upbringing of such children by their families, by providing services appropriate to the child's needs, provided this is consistent with the child's safety and welfare. They should do this in partnership with parents, in a way that is sensitive to the child's race, religion, culture and language and that, where practicable, takes account of the child's wishes and feelings. Services might include day care for young children, afterschool care for school children, counselling, respite care, family centre services or practical help in the home or targeted parenting and family support.

- 5.4.3 Responsibility for Functions, Annex A, in the council's constitution states that the Children, Education, Libraries and Safeguarding Committee has the responsibility for powers, duties and functions relating to Children's Services.

5.5 Risk Management

- 5.5.1 Project risks have been identified in the Strategic Outline Case, along with mitigation measures. These will be managed through the project governance arrangements, in accordance with the Council's project management standards. The key risks to this project relate to:
- There is a risk that if the amount of Youth Service provision reduces this will create demand in Children's Social Care. This will be mitigated by a comprehensive needs and demand analysis.

- There is a risk that the VCS may not have capacity to deliver what the Council needs them to. This will be mitigated through effective engagement with the VCS to assess capacity and capability.
- There is a risk that vocal stakeholders, especially young people will not be effectively engaged. This will be mitigated through a robust and fully scoped stakeholder plan and work with the Voice of the Child team.

5.6 Equalities and Diversity

- 5.6.1 The 2010 Equality Act outlines the provisions of the Public Sector Equalities Duty which requires Public Bodies **to have due regard** to the need to:
- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010
 - advance equality of opportunity between people from different groups
 - foster good relations between people from different groups

The broad purpose of this duty is to integrate considerations of equality into day business and keep them under review in decision making, the design of policies and the delivery of services

An initial Equality Impact Assessment has been carried out and is appended as Appendix 2 to the Strategic Outline Case.

5.7 Consultation and Engagement

- 5.7.1 Stakeholder engagement will be one of the priorities of the project. An initial stakeholder analysis can be found as Appendix 3 to the Strategic Outline Case.
- 5.7.2 There will be further engagement with key stakeholders to inform the development of the Outline Business Case. When the Outline Business Case comes back to Children, Education, Libraries and Safeguarding Committee, it will set out recommendations on the preferred options on which to go out to consultation. This will be a full consultation with all key stakeholders, including service users, residents, partners and staff.

5.8 Insight

- 5.8.1 Insight has been carried out to inform the Strategic Outline Case. A Youth Needs Assessment has been carried out and is appended as Appendix 1 to the Strategic Outline Case. Section 3.3 in the Strategic Outline Case contains insight into what other local authorities are doing. Further insight will be developed as part of the Outline Business Case.

6. BACKGROUND PAPERS

- 6.1 Decision taken at November 2015 Children, Education, Libraries and Safeguarding Committee agreeing to recommend the savings programme as set out in Appendix A to Policy and Resources Committee, including a saving of £800,000 from the Youth Services budget.

<http://barnet.moderngov.co.uk/documents/s27441/Annual%20Business%20Planning.pdf>

- 6.2 Decision taken at June CELS that the Committee approve the Children and Young People's Plan 2016-20.
- 6.3 <https://barnet.moderngov.co.uk/documents/s32462/Barnet%20Children%20and%20Young%20People%20Plan%202016-2020.pdf>