

Cabinet	 TOWER HAMLETS
31 October 2017	
Report of: Corporate Director of Children's Services - Debbie Jones	Classification: Unrestricted
Funding for additional Youth Activity	

Lead Member	Councillor Abdul Mukit, Cabinet Member for Culture and Youth
Originating Officer(s)	Ronke Martins-Taylor and Claire Belgard
Wards affected	All
Key Decision?	Yes
Community Plan Themes	A Great Place to Live A Safe and Supportive Community A Healthy Community

1. **EXECUTIVE SUMMARY**

- 1.1. This report summarises the additional funding required for Youth Service from Council reserves for the year 2017-18 and how the projects identified will be funded in future years.
- 1.2. The report also introduces the new youth service outcomes framework which has been coproduced with stakeholders and will be used to measure outcome of the service
- 1.3. Additional funding of £300,000 is requested and this will be allocated to the following three projects
 - A youth innovation fund delivered through an annual youth grant
 - A Youth Service eleven year old pilot; and
 - A Team Arts
- 1.4. This proposal has been discussed with the Mayor and Lead Member.

Appendices to the report

Appendix A – Outcomes Framework

The outcomes framework has been coproduced with stakeholders over a series of events and meetings between June and September 2017.

The keywords included in the framework are Agency, Accountability, Accessibility, Trust and Safety

The Youth Council have developed these keywords into a series of / pledges / statements that represent the youth services offer to young people in Tower Hamlets and the changes sought by 2020

The Youth Council will be presenting their pledges to Cabinet

RECOMMENDATIONS

The Mayor in Cabinet is recommended to:

1. Approve the allocation to the Youth Service of £300,000 additional funding from Council reserves on the items set out in the main body of this report.

2. ALTERNATIVE OPTIONS

- 2.1. A number of alternative restructure options were considered to transform the youth service these are set out below:

2.1.1. **Do nothing:** The option to do nothing was considered but this was rejected.

2.1.2. **Youth innovation fund:** The priority to deliver a youth innovation fund was identified in the 2016 youth consultation of young people. The option to fund this from existing base budget was explored but this would impact on the activity budgets available for universal youth hubs and would have a negative impact on the activities available so was rejected for the year 2017-18.

2.1.3. **Eleven year old youth activity:** The Council and partners provide a range of services for children and young people of all ages through youth services, children's centres, holiday childcare schemes and a thriving local voluntary sector. Through consultation in 2016 the youth service made a decision to extend access to its universal youth hubs to 12 year olds but rejected a proposal to reduce this to 11 year olds. Children between the ages of 11 and 12 may be in need of additional support as they transition from primary to secondary school and this pilot will identify and support the most vulnerable of this cohort. Alongside this the youth service will complete a mapping of voluntary sector provision for this age group and ensure this information is available to the Family Information Service as well as exploring further the practicalities of introducing 1:1 support through the Early Help and Transitions Team.

2.1.4. **Team Arts:** The A Team Arts is recognised as a valuable and award winning specialist arts provision that the Council wishes to retain but which could not be supported in 2017-18 from the youth service base budget. Funding from Council reserves is requested for this financial year whilst a base budget growth bid

has been submitted for future years. A Team Arts moved from Arts and Events to the Youth Service in April 2017 as this will enable the services provided to be embedded into the universal youth hubs and increase accessibility to a wider range of young people.

- 2.2. Having considered the options, funding of £300,000 from Council reserves is requested for the year 2017-18.

3. DETAILS OF THE REPORT

- 3.1. At the meeting of Cabinet on 10th January 2017 the Mayor announced an intention to provide an additional £300,000 funding for the Youth Service for one year.

- 3.2. This report sets out the intentions for this funding in the following areas:

- 3.2.1. **A Youth innovation fund delivered through an annual youth grant:** When consulted sixty-three percent (63%) of young people surveyed in 2016 indicated that they wanted the Youth Service to create a youth innovation fund.

The Youth Service intend to create a £60,000 fund and to commission a community or voluntary sector (CVS) organisation to run the youth innovation fund on Youth Service's behalf. The CVS organisation would receive applications from young people under the following youth leadership categories which were identified by young people in the 2016 youth survey:

- Young Mayor's priorities
- Culture /community cohesion/ integration;
- Youth innovation and technology
- Youth enterprise and business

The long term plan for the youth innovation fund is for service users to determine whether they wish to continue the fund in future years, if this is the decision of service users it will be accommodated within the £320,000 activity budget as part of Youth Services base budget

- 3.2.2. **A Youth Service eleven year old pilot:** When consulted in 2016 eighty-nine (89%) of young people indicated that they wanted the Youth Service to prioritise working with younger people aged 12 years plus. As a result, the Youth Service will provide youth activities for young people from age 12. Following Youth Services's restructure, Children's Centres provide youth activities for young people up to their 11th birthday. However, there is a gap in the provision of youth activity for 11 year olds (i.e. children who are aged 11 and up to their 12 birthday).

It is proposed to use the funding to provide a £70,000 pilot junior youth activity programme for children in their 11th year (from the first day of their 11th birthday up to the last day of their 11th year). The pilot junior youth activity programme will have two parts to it:

- 3.2.3. **A term-time only targeted programme:** This will be aimed at eleven (11) year old children (at the end of year 6 and in year 7 but who are not yet aged 12) who have been referred to the targeted programme for additional support by, for example, the youth service's targeted youth support team, primary schools, secondary schools, or children's centres. Through the targeted programme, children will be supported to participate in specific programme activities and to have fun in a safe environment. The outcome for this programme is that through early identification children, who may, for various reasons, be at risk of disengagement due, for example, to early signs of adolescent mental health issues, worries about transition to secondary school etc. will through the additional support offered be less likely to need targeted service in future.
- 3.2.4. The targeted programme will be delivered afterschool, on 1 day of the week, over a rolling 10 week period during term-time. It will offer children opportunities to play and to participate in short (half hour) topic led sessions which could include, for example, sessions on "what makes me angry"; "the most difficult people in my life". The targeted programme will be held afterschool from 3.30 pm to 5.30 pm;
- 3.2.5. **A universal access holiday programme:** All children who attend the term-time targeted programme will be expected to attend the universal holiday programme; and in addition a wider group of 11 year olds will also be offered the opportunity to attend the free day-time holiday programme which will run 2 days a week during the holiday period. The outcome from this is that we would like children from this age group to be engaged in constructive activities through the holiday periods.
- 3.2.6. **Referral to the pilot programme:** Referrals of children to the targeted programme will be received via an application form sent through the Youth Service.

The long term plan for the 11 year old pilot is for the youth service to enable a mapping of the provision for 6-11 year olds who do not have a younger sibling engaged with children's centres and for 11-12 year olds who do not have access to youth centres and ensure this is promoted through the Family Information Service.

Additionally the youth service will provide a dedicated 1:1 service for the most vulnerable 11-12 year olds through the Early Help and Transitions Team from April 2018. The number that can be supported through this service will be determined through evaluation of the pilot.

- 3.2.7. **A Team Arts:** At the meeting of Cabinet on 10th January 2017 the Youth Service Transformation Report was presented and agreed by Cabinet. The report included the three year budget for the youth service which had been developed through the Medium Term Financial Planning Process. The Cabinet report included staffing

costs and the costs of Universal and Specialist Commissioning. The report did not include the costs for funding the A Team Arts, a team located in Arts, Parks and Events which had received £170,000 of youth service funding over several years.

The Youth Service is proposing to use £170,000 of funding from Council reserves as a temporary budget for A Team Arts in 2017/18. The £170,000 includes a £62,000 project budget. A growth bid has been submitted for an increase in base budget from April 2018 to cover the cost of A Team Arts in future years.

If the funding for A Team Arts is not drawn down there is a risk the Youth Service will overspend against its 2017/18 budget. The £1.8 million savings required of the Youth Service in 2017/18 mean that the Service's budget cannot be stretched further to accommodate the unfunded costs associated with A Team Arts.

The A Team Arts delivers high quality programmes and achieves good outcomes for its participants including accredited qualifications. A Team Art has good record of its participants continuing to study the arts at degree level however the numbers participating are relatively low. In April 2017 The A Team Arts moved from Arts and Events into the Youth Service as a specialist arts hub operating from The Brady Centre. In addition to this The A Team is now working closely with the Universal Youth Hubs and commissioned providers to deliver more outreach and taster sessions, aimed at extending access of this quality provision to a wider range of young people.

The long term plan for A Team Arts is to support the project through an increase in base budget from April 2018 which has been requested through a growth bid. If this bid is unsuccessful it may be necessary to further reduce staffing numbers or the number of directly delivered universal hubs in order to continue to support A Team Arts but this would be subject to consultation with members.

- 3.3. The Youth Service is requesting £300,000 funding from Council reserves for 2017-18 and has laid out in this report how we intend to sustain these projects in future years.

4. CONCLUSION

- 4.1. This proposal has been discussed and agreed with the Mayor and Lead Member.
- 4.2. As part of the next steps, and subject to Cabinet approval, the Youth Service will undertake an electronic request for quotation procurement exercise for the youth innovation fund delivered through a youth annual grant; and for the Youth Service eleven year old pilot.

5. COMMENTS OF THE CHIEF FINANCE OFFICER

- 5.1. The Youth Service has a budget of £3.992m for 2017/18. There is currently an unfunded budget pressure of £0.170m in 2017/18 for the A Team Arts costs. If this pressure is funded from Council reserves in 2017/18, there would be a requirement for a growth bid as part of the Council's MTFs process to fund the team from 2018/19 onwards.
- 5.2. The balance of £0.130m represents the amount required to fund the Youth Innovation Fund and 11-year old Youth Service pilot projects in 2017/18. Due to the delay in the commencement of the pilot, it is expected that the costs will run over into 2018/19. Therefore, there will be a requirement to draw down the total funds from Council reserves during 2017/18 and 2018/19.

6. LEGAL COMMENTS

- 6.1. On 22nd February 2017 Council agreed the General Fund Capital and Revenue Budgets and Medium Term Financial Plan 2017-20. This is in accordance with the Council's Budget and Policy Framework. Once the Budget has been agreed then it is the responsibility of the Mayor, the Executive and officers to implement it.
- 6.2. The Mayor, Executive, Committees of the Executive and any officer may only take decisions which are in line with the budget. If a decision which is contrary to or not wholly in accordance with the budget approved by Council, then that decision may only be taken by Council.
- 6.3. Whilst there is no strict legal definition of grant, a grant is in the nature of a gift and is based in trust law. However, grants are often given for a purpose so it is sometimes unclear whether a grant has been made or the arrangement is a contract for services.
- 6.4. There will be many grants which are made by the Council for the purpose of discharging one of its statutory duties. However, as a grant is in the nature of a gift, it is considered there must be some element of discretion on the part of the Council as grantor as to whom a grant is made to and whether this is made. If the Council is under a legal duty to provide a payment to a specific individual or organisation, and cannot lawfully elect not to make such a payment, then that should not amount to a grant.
- 6.5. In the case of a Youth innovation fund delivered through an annual youth grant, the Council is not under a legal duty to make the payments and as the payment is discretionary, it is therefore a grant and as this is a grant then pursuant to the Mayor's Executive Scheme of Delegation the Mayor has delegated decisions in relation to grants to the Grants Determination Sub-Committee. Therefore any decisions in relation to the awards of such a grant are to be made by the Grants Determination Sub-Committee.
- 6.6. When considering whether to allocate additional funding to Youth Service budget, regard must be given to the Council's Best Value Duty. The Council

is obliged as a best value authority under section 3 of the Local Government Act 1999 to “make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness” (the Best Value Duty).

- 6.7. When making decisions, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who do not (the public sector equality duty). A proportionate level of equality analysis is required to discharge the duty.

7. ONE TOWER HAMLETS CONSIDERATIONS

- 7.1. There are no specific equalities implications associated with this proposal.
- 7.2. The continued delivery of innovative youth activity and A Team Arts ensures that the Council has due regard to the need to advance equality of opportunity and foster good relations between young people who share the protected characteristic associated with age.

8. BEST VALUE (BV) IMPLICATIONS

- 8.1. Commissioning the aforementioned provision will ensure that the Council achieves best value for the provision of future services.

9. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

- 9.1. None specific to this report.

10. RISK MANAGEMENT IMPLICATIONS

- 10.1. None specific to this report.

11. CRIME AND DISORDER REDUCTION IMPLICATIONS

- 11.1. The delivery of this proposal will support the reduction of crime and disorder committed by children and youth people.
- 11.2. The provision of a high quality youth activity for 11 year old, youth innovation and the continued delivery of A Team Arts will ensure that young people at risk of involvement in anti-social behaviour or crime are provided with additional support. This will support the Council's efforts to resolve such behaviours where they occur in the community.

12. SAFEGUARDING IMPLICATIONS

- 12.1. The delivery of this proposal will support the safeguarding of children and young people.

12.2. The provision of a high quality youth offer for vulnerable young people will support the Councils efforts to ensure that young people at risk are appropriately safeguarded.

Linked Reports, Appendices and Background Documents

Linked Report

- None

Appendices

- Appendix A – Outcomes Framework

Background Documents – Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2012

- None