



## Committee report

Committee	<b>EXECUTIVE</b>
Date	<b>TUESDAY, 8 APRIL 2014</b>
Title	<b>YOUTH OFFER REPORT</b>
Report of	<b>EXECUTIVE MEMBER FOR CHILDREN'S SERVICES AND EDUCATION</b>

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### EXECUTIVE SUMMARY

1. On 10 December 2013 the cabinet endorsed the decision to undertake a consultation with key stakeholders in relation to the council ceasing to deliver an in house universal youth service and to instead commission voluntary and community organisations to provide a universal youth offer across the island.
2. It is recommended that the executive takes note of the consultation responses and considers the implications when determining the future of the Isle of Wight's 'Youth Offer'.
3. The executive is asked to approve the revised proposal as outlined in this report for the redesign of the Isle of Wight's Youth Offer in order to secure the future of universal youth provision and achieve the savings required, whilst protecting the capacity to continue to service the needs of the most vulnerable young people across the whole of the island, sustaining provision that supports all young people but targets those in need and especially the most vulnerable.

### BACKGROUND

4. On 10 December 2013, as part of the council's wider root and branch review, the cabinet noted the progress on the review of youth services, and endorsed the proposed way forward, summarised below;
  - a) Open access youth services would be offered to local voluntary and community sector to deliver
  - b) The council would cease to offer universal services direct but would provide a commissioning pot for each area drawn from staff savings created through not employing youth workers directly.
  - c) The universal youth offer would be linked to early help services.
  - d) There would be a potential budget of up to £300 000 per annum to cover work across the three early help locality areas.
  - e) The potential for additional funding to be made available if town and parish councils' contributed a degree of match funding.

- f) The commissioned providers to be supported by a small team providing capacity building and quality assurance.
  - g) Transfer of Undertakings in Permanent Employment (TUPE) may apply in relation to youth workers.
  - h) Young people would require simple pathways between services-this would be delivered through targeted youth support, based in localities.
  - i) The potential for traded services approach for schools to purchase additional youth work support.
5. The cabinet agreed that a consultation exercise be undertaken with key stakeholders regarding the proposed way forward and that the results of this and final proposals be reported to cabinet.
  6. The council's budget strategy was agreed on 26 February 2014. This included a requirement for a £200 000 ongoing saving to be achieved from the youth service budget.

## STRATEGIC CONTEXT

7. The revised proposal relates to the emerging priorities as set out in Framework for Change document, which members agreed at Full Council in July 2013 to be used as a basis for developing the Council's approach to its Corporate Plan, specifically; supporting the council's statutory functions in relation to Children's Services and facilitating organisations to work together on more ambitious and effective projects that complement council services.
8. The revised proposal also relates to the new corporate plan which is being considered in on 19 March at Full council. Specifically the revised proposal relates to the following priorities;
  - 'Keeping Children Safe'
  - 'Delivering statutory duties and achieving value for money'.
  - 'Working in partnership to improve outcomes'
9. The delivery of the youth offer relates to the 'Children and Young People's Plan 2014-17 (agreed at Full Council on 9 January 2014) under the following priorities;
  - Securing children and young people's emotional and physical health
  - Helping children and young people to be safe and feel safe
  - Inspiring and providing equal opportunities for all children and young people to achieve their goals and dreams
10. The Isle of Wight Children's Safeguarding Improvement plan details the requirement to enhance early help services to ensure 'an early intervention service is in place which provides effective targeted support to children and young people on the threshold of specialist social care services'. The universal youth offer will need to be a key part of the early help pathway, ensuring that the needs of young people are identified as early as possible so that effective early help interventions are delivered to young people and families at the right time.

11. Delivery of the revised youth offer proposal contributes to the vision of the Isle of Wight's Health and well Being Strategy 2013-16, of 'Working together as an island community to improve the quality of life from all our residents' and 'ensuring children and young people have the best start in life'

## CONSULTATION

12. The consultation on the redesign of the Isle of Wight youth offer began on 20 January 2014 and ended on 28 February 2014. The consultation was aimed at young people, practitioners, the voluntary and community sector, town and parish councils. It sought to find out what they thought about the proposed changes to the way in the youth offer would be delivered. The survey asked respondents a range of questions relating to future delivery; including types of provision, priorities, the role of the voluntary and community sector and town and parish councils regarding the youth offer
13. The consultation was promoted through a council press release and a number of publications including iwight.com, school communications and newsletters. The online information set out the context for the proposals and provided a web based survey for respondents, the website also contained a pdf copy that could be downloaded and completed by hand. Two consultations sessions were held with youth service staff and a presentation was sent to all youth work staff to facilitate information session with young people using youth services. In addition the presentation was circulated to voluntary and community sector providers so that they could also consult with young people. Young people were encouraged during these sessions to complete the survey (with support where required from youth staff), or to provide verbal feedback to staff who then relayed this back to the relevant officer.
14. There were 148 responses to the survey, including 61 from young people aged 13 to 19 years, 23 from parents/carers, 12 from Isle of Wight Council staff, 10 from representatives of town and parish councils and three from voluntary and community sector providers.
15. A total of 12 consultation sessions were delivered during this period; eight with young people at a number of venues across the island and four with town and parish councils. 160 young people attended the consultation sessions and 45 representatives of town and parish councils.
16. Appendix 1 provides a report on the results of the survey. Copies of all consultation responses can be made available on request to members prior to the executive meeting.
17. Key themes arising from the consultation and our responses are highlighted in the report in Appendix 1.

## SCRUTINY COMMITTEE OR PANEL VIEW

18. To be completed post scrutiny panel committee

## FINANCIAL / BUDGET IMPLICATIONS

19. As highlighted in the progress report to cabinet on the root and branch review, (10 December 2013), the Council faces a significant level of reduction in the resources that it

will have available to fund services. The level of grant reductions from government is significant each and every year for the foreseeable future. The projected revenue budget gap totals £28m over the next three financial years. The current level of service delivery and the activities it undertakes is not affordable and therefore budget options must be developed to deal with this position.

20. The council's 2014-15 budget strategy was agreed on 26 February 2014. This included a requirement for a £200 000 ongoing saving to be achieved from the youth service budget from April 2014.
21. The current controllable budget for (2013-14) for universal youth service provision is £943,000.
22. The revised proposal will enable the Council to deliver its priorities in relation to the youth offer in a more cost effective way, whilst enhancing the role of the voluntary and community sector across the island.
23. Due to the part year effect of this proposal, two columns have been included on the table below showing the impact on the budget. The current forecast indicates at this stage there may be a shortfall of £60,000 in the savings target for the first year, but it is anticipated that this will be recouped through additional vacancy savings as the service moves into the transition stage over the summer. If enough is not accrued over that period, the commissioning element will be reduced to cover the difference for the first year.

<b><u>Existing Funding</u></b>	<b>14-15</b>	<b>15-16 ongoing</b>
Total budget	1,203,461	1,203,461
Non-controllable budget out of scope	-184,373	-184,373
<b>Net controllable budget</b>	<b>1,019,088</b>	<b>1,019,088</b>
Budget transfer for Personal Advisors in social care (4 x Sc6)	-123,336	-123,336
DoE budget out of scope	-29,456	-29,456
<b>Cost of existing equivalent service</b>	<b>866,296</b>	<b>866,296</b>
2014-15 budget strategy savings target	-200,000	-200,000
Cost of existing Youth Service April-Sept 2014	-276,280	0
<b>Available budget for new model</b>	<b>390,016</b>	<b>666,296</b>
<b><u>New Model</u></b>		
TYS roles (salaries, on costs, travel, supplies & services)	174,796	174,796
SO1 grade role wef Aug 2014 (salary, on costs, travel etc) - internal	25,473	36,896
SO1 grade role (salaries, on costs, travel, supplies & services) - external	45,000	45,000
Administration of application & evaluation process	5,000	0
	<b>250,269</b>	<b>256,692</b>
Commissioning Budget	200,000	400,000
<b>Total Cost of New Model</b>	<b>450,269</b>	<b>656,692</b>
Possible -under/+over achieved savings	<b>-60,253</b>	<b>9,604</b>

24. The savings within this proposal assume that redundancy and capitalised pension costs that may result from this are met from the corporate reserve for this purpose. Based on the remaining staff the worst case cost of this would be £103,000. Revenue savings from buildings surplus to requirements are included in this estimate and therefore re-use of the buildings across the council would be un-funded from this service. The current premises related costs of the service are in the region of £89,000 full year effect.

### HR IMPLICATIONS

26. The recommended option would result in the entire universal service being commissioned from the voluntary and community sector. This will mean that none of the current Youth and Community Service roles would continue to exist in the same state as at present. Depending on the differences between the current service provision and the new service provision, then TUPE may or may not be applicable.
27. The restructure of youth services will follow the standard organisational change procedures, with the publication of the structure and associated roles and job descriptions following immediately from this decision. There will then be a consultation period for staff of a minimum of 30 days, during which time youth workers will be able to discuss and clarify concerns with their line management. At the end of the consultation period, any new posts will be advertised in accordance with council procedures.
28. In parallel to the potential creation of a limited number of new posts, the existing Youth and Community Service will be used to support the universal service and enable its successful transfer to voluntary and community groups across the Island. This process is due to end in October 2014. At this time, the Youth and Community Service staff remaining with the council will have the opportunity to apply for any relevant roles internally.

### LEGAL IMPLICATIONS

29. The Education Act 2006, Section 507B places a statutory duty on local authorities to, 'secure as far as is practicable, sufficient services and activities to improve the wellbeing of young people'. This duty also requires local authorities to take into account young people's views and publicise information about what is available (HM Government, 2011;p.64)
30. It is considered that the revised proposals for the provision of the youth offer, together with the consultation, enable the council to meet its statutory duty.
31. The necessary equality impact assessment and consultation processes have been followed in relation to the review of the youth offer, as part of the wider root and branch review.

### EQUALITY AND DIVERSITY

32. The council as a public body is required to meet its statutory obligations under the Equality Act 2010 to have due regard to eliminate unlawful discrimination, promote equal opportunities between people from different groups and to foster good relations between people who share a protected characteristic and people who do not share it. The

protected characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

33. Under the Equality Act 2010 we are required to have due regard to our equality duties when making decisions, reviewing services, undertaking projects, developing and reviewing policies.
34. Three equality impact assessments have been completed in relation to young people the community and staff, these are attached (appendix 2.1, 2.2. and 2.3).

### **PROPERTY IMPLICATIONS**

35. This review will result in the release of some buildings for disposal, from October 2014. Decisions on disposals will be considered by the Property Disposal and Capital Programme Sub Committee in the context of the emerging Strategic Asset Management Plan. Where existing leasehold arrangements already exist with local communities, these will continue for the term of the agreed lease.
36. The council will work with local partners, as part of the commissioning process, to identify the preferred local outcome for each former youth club site. The aim is for a sustainable community-based youth offer to be made available in the most appropriate venue. Some council-owned buildings are not appropriate for continued use, because of their inaccessibility for people with physical disabilities. The equality impact assessments at Appendix 2 note any use of such buildings in the future as a continued negative impact of the proposals in this report.
37. The council's commissioning of a universal youth offer is not dependent on the retention or disposal of any building.

### **CARBON EMISSIONS**

38. Any building which is no longer used by the Council for service provision will reduce its energy consumption and associated carbon footprint. Property disposals which might arise as a result of this decision will be subject to a separate report to Members and this will contain details of the emissions reductions from that disposal. However, as an indication, if all the disposals go ahead (as indicated in Table 1 above), the total reduction in the Council's carbon footprint, based on 2012/13 energy consumption, would be 98 tonnes of CO2 per year.

### **SECTION 17 CRIME AND DISORDER ACT 1998**

39. Section 17 of the Crime And Disorder Act 1998 (as amended by Police and Justice Act 2006) provides that: '...it shall be the duty of each authority ... to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all it reasonably can to prevent, crime, disorder, anti-social behaviour adversely affecting the environment, and substance misuse in its area'.
40. A comprehensive youth offer, with a clear pathway to access early help services, will help to reduce the levels of crime, disorder and anti-social behaviour adversely affecting the environment; reduce rates of reoffending and reoffending by minors; prevent young

people entering the criminal justice system and will help to reduce substance misuse (alcohol and illegal drugs) by minors on the Isle of Wight.

## OPTIONS

41. **Option A:** To note the consultation responses on the original proposal and agree the revised proposal as outlined below.
- a) The voluntary and community sector will be commissioned to deliver a universal youth offer, with a particular emphasis on ensuring young people most in need are supported, through a 'commissioning prospectus' approach.
  - b) The council will cease to offer universal services directly but will provide funding to commission the voluntary and community sector, drawn from staff savings created through not employing youth workers directly.
  - c) Targeted youth support will continue to be delivered by the early help service, with clear pathways between the youth offer and early help.
  - d) There will be a potential commissioning budget of up to £200 000 in 2014-15, and £400 000 in 2015-16 and 2016-17.
  - e) Commissioned providers will be supported by two posts, a 'youth offer' capacity building post, funded by the Isle of Wight Council and delivered by Community Action Isle of Wight and a 'Youth Offer Quality and Performance Officer', within the Isle of Wight Council's Early Help Service.
  - f) The specification will focus on areas highlighted through the consultation and other needs analysis including; ensuring safe and secure places for young people to go, a wide range of provision across the island (including in rural areas), provision that is universal (open access) but targeted at those most in need, staff and volunteers who are equipped to safeguard young people and deliver a quality youth offer, ability of providers to deliver impartial information support and guidance on issues relevant to young people including (but not limited to); life skills, sexual health and relationships education, anti-bullying and substance misuse.
  - g) Communication regarding the local youth offer will be delivered by the council through social media.
  - h) The council will undertake further work with town and parish council's to explore opportunities for additional match funding for the youth offer. It will ensure further consultation in development of the commissioning prospectus and involvement in the commissioning process. Local council's will be a key part of the future performance management of the local youth offer.
  - i) A quality assurance and performance management framework will be developed based on good practice developed in early help commissioned services and Hampshire's youth offer.
42. **Option B:** To agree to maintain an in house youth service-current provision levels will be unsustainable and therefore a substantial reduction in delivery, youth centres and youth work staff will be required.
43. **Option C:** To agree to commission the whole youth offer from a single provider from the voluntary sector
44. Within the consultation no other options were presented for consideration that would have achieved an Island wide youth offer and the required savings.

## RISK MANAGEMENT

45. During the consultation respondents identified a risk regarding safeguarding in relation to commissioning voluntary and community sector providers delivering the youth offer. This risk would be managed through ensuring that the specification for commissioning the youth offer includes requirements in relation to adherence to the 4Local Safeguarding Children's Board (4LSCB) policy and procedures and 'Working Together 2013'. The capacity building role will support organisations to enhance their safeguarding practices and the quality and performance role will monitor their development and implementation of effective safeguarding policies and practice. Commissioned providers will be expected to undertake an annual safeguarding audit as part of their contract.
46. A risk associated with option A is that no voluntary and community sector providers come forward to deliver in specific areas. This will be mitigated by using a commissioning prospectus approach which supports capacity building within the sector and will allow opportunities to broker arrangements between organisations and a dialogue regarding expanding bids to include other areas-this opportunity is not available if going through a tender route.
47. In order to achieve the required savings in 2014-15 implementing Option A will require a very tight timetable in relation to the commissioning process and set up of services. This will be overseen by a project board, chaired by the Area Director for Children's Services and will include the monitoring of risks and mitigating actions associated with the project
48. Option B risks not being able to deliver required savings within the current structure. Therefore a substantial reduction in delivery, youth centres and youth staff would be required, having a negative impact on a large number of local communities.
49. Commissioning delivery through one single provider across the Island (option C), whilst potentially a more simplistic option in terms of the commissioning process/performance management process, would not utilise the social capital available through local voluntary and community sector providers. This option risks compromising the sustainability of local providers and would not enhance local community development and capacity.

## EVALUATION

50. Option A is being recommended as the preferred option for the future of the youth offer for the Island. Option A provides an opportunity to remodel the youth offer in order to secure the future of universal youth provision and achieve the savings required, whilst protecting the capacity to continue to service the needs of the most vulnerable young people across the whole of the island, sustaining provision that supports all young people but targets those in need and especially the most vulnerable. The original proposal has been carefully reviewed and revised where possible within a challenging financial context and in response to consultation with young people and key stakeholders.

## RECOMMENDATION

Option A - To note the consultation responses on the original proposal and agree the revised proposal as outlined in the report.

## APPENDICES ATTACHED

51. [Appendix 1](#)- Youth Offer Consultation Report

[Appendix 2](#) – Equality Impact Assessments (Appendix 2.1 – Staff, Appendix 2.2 - Young people Appendix, 2.3 - Communities)

## BACKGROUND PAPERS

52. Children and Young People's Plan,

<http://www.iwight.com/documentlibrary/view/children-young-people-s-plan-2014-2017>

53. Statutory guidance for Youth offer

<http://www.education.gov.uk/childrenandyoungpeople/youngpeople/positive%20for%20youth/a00204650/launchofconsultationondraftyouthguidanceforlas>

54. It is not necessary to include any works published elsewhere (including legislation, other Committee reports and Minutes) but this may be extremely helpful to anyone reading the report and their inclusion is welcomed.

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