



Date: Wednesday, 18 October 2017

Time: 12.30 pm

Venue: SY2 6ND
Shrewsbury Room, Shirehall, Abbey Foregate, Shrewsbury, Shropshire,

Contact: Jane Palmer, Senior Democratic Services Officer
Tel: 01743 257712
Email: jane.palmer@shropshire.gov.uk

CABINET

TO FOLLOW REPORT (S)

6 Scrutiny Items (Pages 1 - 34)

To consider the final report from the Task and Finish Group on the Future Commissioning of Youth Activities.

This page is intentionally left blank



<u>Cabinet</u> 18 th October 2017

<u>Item</u>

Local Commissioning of Youth Activities - Proposals for consultation on changes to the funding of targeted geographical provision

Responsible Officer George Candler, Director of Place & Enterprise
e-mail: George.candler@shropshire.gov.uk Tel:(01743)255003

1. Summary

At its meeting on 19th October 2016 Cabinet recommended that proposals for the future commissioning of youth activities – universal support, geographically targeted support and thematically targeted support - should be reviewed by the Young People’s Scrutiny Committee, and that recommendations should be brought back to Cabinet.

A Task & Finish Group met three times and heard a variety of evidence from Local Joint Committees (LJCs), youth activity providers, youth forums, the Council’s Infrastructure Support Provider partner, neighbouring local authorities, potential “partner organisations” and others. Subsequently at its meeting on 28th June 2017, the Young People’s Scrutiny Committee confirmed the positive impact of youth work, universal and targeted, on young people’s lives, and made a number of recommendations.

Since Scrutiny confirmed its recommendations, the Council has reiterated the need to make significant budget cuts. This Cabinet report, and its recommendations, is written in this context.

This report highlights the proposals made by Scrutiny to introduce revised funding proposals in support of geographically targeted youth activity provision from April 2018. These proposals are based on (1) a simplified “funding formula”; (2) local intelligence and understanding; and (3) a desire to support local sustainable provision free from direct Council support in recognition of the ongoing financial pressures.

Working on the basis of a reduction to the existing budget from £234,950 to £135,000 (i.e. 43%) the six LJC areas with the greatest identified needs – Shrewsbury, Market Drayton, Oswestry, Bridgnorth, Whitchurch and Ludlow - would be allocated funding. This compares with eighteen LJC areas currently receiving funding. The reduction in the number of LJC areas receiving funding results from the proposed removal of rurality funding from 12 existing LJCs, and the refocussing of resources to the main market towns where the needs are greatest.

We are now seeking permission from Cabinet to consult on these new proposals, prior to returning to Cabinet with final recommendations.

It should be noted that alongside ongoing support for limited geographically targeted provision, the Council will continue to engage an “infrastructure support provider”, the Shropshire Youth Association (working with Energize), to support the development of safe and effective voluntary sector youth club providers. Community Enablement Team Officers will also continue to provide proactive support to local youth clubs to access funding and provide sustainable delivery.

With an eye on the long-term future, it is recommended that work is undertaken with a broad range of interested partners over the next 18 months to develop an integrated approach to the provision of universal and targeted youth activities within the context of a wider review of Early Help provision. The provision of youth activities cuts across a range of programmes (including the Strengthening Families programme) that work with the whole family and actively support young people away from crime, anti-social behaviour, and risky behaviours, and ensure that young people feel listened to, valued and thrive in the communities where they live.

Scrutiny recognised that new arrangements need to be developed to enable young people to participate in and influence key decisions that potentially affect them. This review will be reported on in due course.

2. Recommendations

- A. To comment on and confirm detailed proposals for a revised “funding formula” and Local Joint Committee funding allocations in support of targeted geographical youth activity provision from 2018/19 onwards; and to confirm that a public consultation is undertaken on the new funding proposals.
- B. To confirm a delegation to the Director of Place and Enterprise in consultation with the Portfolio Holder for Children and Young People to finalise the public consultation before a report is brought back to Cabinet with final recommendations.
- C. To note the intention to work with a broad range of interested partners over the next 18 months to develop an integrated approach to the provision of universal and targeted youth activities within the context of a wider review of early help provision.
- D. To acknowledge the work carried out by the Task and Finish Group and reported at the Young People’s Scrutiny Committee on the 28th June 2017.

REPORT

1.0 Risk Assessment and Opportunities Appraisal

- 1.1 Local authorities have a duty to secure, so far as reasonably practical, equality of access for all young people aged 13 to 19 (24 for those with learning difficulties). The “local offer” should be the best possible to meet local needs and to improve young people’s well-being and personal and social development within available resources. Local authorities must also take steps to gain the views of young people and to take them into account in making decisions about services and activities for them.

Visit: <http://dera.ioe.ac.uk/15549/1/statutory%20guidance%20on%20la%20youth%20provision%20duty.pdf>

Our assessment is that within the context of diminished resources and a large rural county the Council will meet its statutory requirements provision through the recommendations made within this report.

- 1.2 However, the Council is currently less effective at taking the views of young people into account in making and reviewing decisions about provision, particularly at a county wide, strategic level. Previously Members of The Youth Parliament and Speak Out Group were among a number of initiatives, which helped young people to share their thoughts, opinions and ideas. These are no longer in place in Shropshire.
- 1.3 An Equality and Social Inclusion Impact Assessment (ESIIA) has been prepared and is included as **Appendix 1**. Limiting funding to fewer areas than previously has the potential to result in a negative impact to young people in areas where funding is potentially withdrawn and existing youth club provision could be in doubt.

The Council will continue to engage an “infrastructure support provider”, the Shropshire Youth Association (working with Energize), to support the development of safe and effective voluntary sector youth club providers. Community Enablement Team Officers will also continue to support local youth clubs to access funding and provide sustainable delivery.

The consultation on the proposals for more limited targeted geographical support, will provide valuable feedback on the likely impact on young people in Protected Characteristic groupings, and will inform a review of the ESIIA and confirmation of our approach to the local commissioning of youth activities.

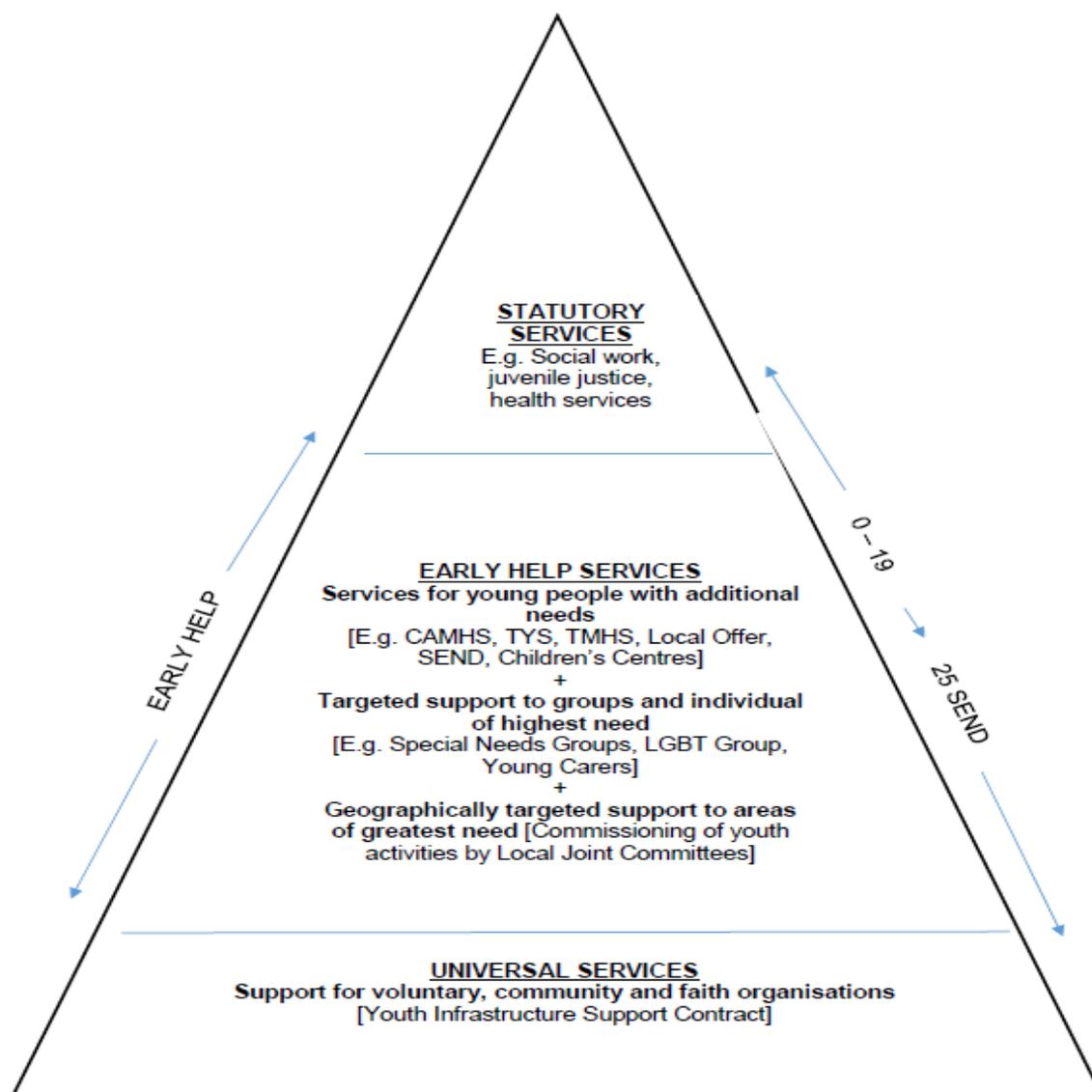
Should any specific local challenges arise because of the proposed reduction in funding, the Council will consider what transitional support it may be able to provide.

- 1.4 Child safeguarding and welfare matters are paramount in our approach and appropriate safeguards will continue to be included in all arrangements.
Visit: <http://www.safeguardingshropshireschildren.org.uk/scb/>
- 1.5 Supporting early help and early prevention is a key driver for the Council¹. Support for youth activities as a “universal offer” alongside more targeted support for young people with particular needs underpins the Council’s approach to commissioning support for young people. We have shown this diagrammatically in figure 1².

¹ Shropshire Early Help Strategy, helping children have a safe, happy and healthy family life, June, Shropshire Council, 2014

² A note on abbreviations: CAMHS = Child and Adolescent Mental Health Service; TYS = Targeted Youth Support; TMHS = Targeted Mental Health Support Team; SEND = Special Education Needs & Disability; LGBT = Lesbian, Gay, Bisexual, Transgender

Figure 1



2.0 Financial implications

2.1 The table below shows both the available Council budget from April 2017 and the proposed budget from April 2018 across the three overlapping areas of youth activity - infrastructure support, geographically targeted provision, and Special Needs Groups.

	Budget from April 2017	Proposed budget from April 2018
Infrastructure support	£97,500 (25.7%)	£97,500 (35%)
Geographically targeted provision	£234,950 (62%)	£135,000 (48%)
Special Needs Groups	£46,500 (12.3%)	£46,500 (17%)
	£378,950	£279,000

- 2.2 The Council's Medium Term Financial Strategy agreed by full Council on 25th February 2016 confirmed the requirement to make a 50% saving to the budget for targeted youth activity provision from 2017/18 onwards, leaving an available budget of £117,475 per annum.
- 2.3 Cabinet at its meeting on the 19th October 2016 recommended that, pending the outcomes of the work of the Task and Finish Group, funding should be maintained at its current level, i.e. £234,950, until the end of December 2017. This level of funding has been further committed until the end of March 2018.
- 2.4 Subsequent to this, the Council has reconfirmed the requirement to make a significant budget reduction in line with its Medium Term Financial Strategy. The proposals within this report would result in a reduction in the budget for geographically targeted provision from £234,950 to £135,000 (i.e. 43 %) from April 2018.

3.0 Scrutiny and Task & Finish Group

- 3.1 The report (excluding the detailed appendices) considered by the Young People's Scrutiny Committee at its meeting on the 28th June 2017 is included as **Appendix 2**. A copy of the full Scrutiny report can be viewed at: <https://shropshire.gov.uk/committee-services/ieListDocuments.aspx?CId=313&MId=3574&Ver=4>
- 3.2 In confirming recommendations, Scrutiny considered the outcome of a Task and Finish Group, which met three times in early 2017. The Group heard from a range of different activity providers and youth partnerships and considered a range of evidence and information including:
 - The impact on need resulting from the local commissioning of youth activities (to areas of geographical need)
 - A review of different delivery options
 - The interest of potential "strategic partners" in supporting the ongoing provision of youth activities
- 3.3. Scrutiny confirmed the following recommendations at its meeting on the 28th June 2017:
 - A. To confirm the recommendations made by the Task & Finish Group at its meeting of the 26th April 2017 as detailed below.
 - B. To comment on and confirm detailed proposals for funding allocations in support of youth activity provision that respond to local need from 2018/19 onwards.
 - C. To note work underway on the development of opportunities and approaches for the input and review by young people in strategic and local commissioning decisions.
- 3.4 Since the conclusion of this work, officers recommend that further savings are made due to the financial challenges that the Council continues to face. In setting out our approach below we have used as our reference point comments made within the Cabinet report of the 13th July 2016, "Our suggested approach to maximising the value of future funding (in support of positive activities) is

based on targeting funding to those areas where previous intelligence has confirmed that the “specific needs” are the highest.”

4.0 Geographically targeted support

- 4.1 Geographically targeted support is delivered via a local commissioning approach. LJsCs, together with young people and supported by the Community Enablement Team, are responsible for making commissioning recommendations. LJsCs base their recommendations on a consideration of local needs, an understanding of existing youth provision, conversations with young people and stakeholders, and their local knowledge. Community Enablement Team officers support LJsCs with this work and are responsible for procuring youth activity within the Councils’ Constitution and Contract and Financial Rules.

In Shrewsbury, the full responsibility for the commissioning and delivery of youth activities has been transferred within a formal delegation agreement from Shropshire Council to Shrewsbury Town Council.

- 4.2 As part of the Scrutiny / Task and Finish group process a review of the process for the allocation of funding in support of geographically targeted youth provision was undertaken. This is reported on in detail in appendix 2 of the Scrutiny Committee report of the 28th June 2017. This can be viewed at: <https://shropshire.gov.uk/committee-services/ieListDocuments.aspx?CId=313&MId=3574&Ver=4>

The review recommends a revised and simplified funding formula based on two measures (rather than the current nine measures), calculated for individual LJC areas:

- Young people aged 10 to 19 years old in receipt of Free School Meals
- The relative number of 10 to 19 year olds in a LJC area

Free School Meals is an established proxy measure for deprivation and is correlated with a range of needs; it is, for example, used by the Department for Education to calculate Pupil Premium levels for schools. The number of 10 to 19 year older children allows for population size differences in individual LJC areas.

The proposed measures no longer make specific reference to rurality. Previously rurality funding did not necessarily correlate with need and in the main there is no strong evidence that funding has been spent on overcoming issues of rural isolation.

- 4.3 In allocating funding and establishing the value of the total funding pot, we have considered:
- On-going pressures on the Council’s budget, and the requirement set out within the Councils Medium Term Financial Strategy to make a 50% saving to the budget allocated for targeted youth activity provision.
 - Where the evidence shows us that the need for funding in support of better outcomes for potentially vulnerable young people is the greatest.
 - How many youth clubs / activities the Council should be supporting and where Council support to create and sustain local activity is most needed.

- The actual cost, based on our experience, for providing fully staffed youth clubs.
- The Council's commitment to supporting the development of sustainable youth activity provision free, where possible, from direct Council financial support.

4.4 We have considered a number of options for the future allocation of a reduced funding pot and propose that funding is limited to areas with a needs score greater than 5.0%. This would limit funding to the main market towns, where evidence suggests that the need is the greatest, and there is the least possibility of provision being picked up locally independent of Council support, at least in the short term.

4.5 This is summarised below.

Local Joint Committee Area (in descending order of needs score)	Rurality Funding 2014	Needs Funding 2014		Proposed Needs Funding 2018		
		Needs funding	No of youth clubs supported	Needs score	Proposed no of youth clubs to be supported	Proposed needs funding
Partner delivery commissioned by Shropshire Council						
Shrewsbury		√	7	15.1%	5	45,000
Market Drayton		√	2	6.6%	2	18,000
Oswestry		√	4	6.0%	2	18,000
Bridgnorth, Worfield, Alveley and Claverley	√	√	2	5.6%	2	18,000
Whitchurch		√	2	5.1%	2	18,000
Ludlow and Clee area		√	2	5.0%	2	18,000
Community provision supported by the Shropshire Youth Association						
Wem and Shawbury	√	√	2	4.6%		
Craven Arms and Rural	√			4.1%		
Bishop's Castle, Chirbury, Worthen and Clun	√			3.0%		
Ellesmere	√			3.9%		
Gobowen, Selattyn, St Martin's, and Weston Rhyn		√	3	3.9%		
Longden, Ford, Rea Valley and Loton	√	√	2	3.8%		
Shifnal and Sheriffhales				3.4%		
Five Perry Parishes				3.3%		
Broseley and Rural				3.2%		
Tern and Severn Valley	√			3.2%		
St Oswald	√			3.1%		
Albrighton				3.1%		
Strettondale and Burnell	√			3.0%		
Highley and Brown Clee	√			2.8%		

Cleobury and Rural	√			2.5%		
Much Wenlock and Shipton	√			2.4%		
Bayston Hill				2.4%		
Total funding						135,000

Although we have suggested funding allocations based on support for a defined number of youth clubs in each of six LJC areas, individual LJCs may wish to spend the money differently. What is important is that the money responds to local need and supports the long-term financial sustainability of youth club provision independently of Shropshire Council.

- 4.6 The Council is committed to supporting the development of sustainable youth activity provision free, where possible, from direct Council financial support. This reflects the ongoing challenging financial context. It also provides the best chance for the long-term provision of youth activities to be embedded within the local community, using the resources of that community.

Council supported youth activity provision aims to be inclusive to children and young people of varying needs, while recognising that this will sometimes require bespoke support. For example, a number of dedicated groups provide opportunities for young people who have a disability (Special Needs Groups), are LGBT or are young carers, and who might otherwise find it difficult to attend mainstream clubs, groups or facilities.

The Council will continue to fund the Shropshire Youth Association and Energize to provide proactive support to youth clubs across Shropshire. We recognise this as being crucial to the long-term sustainability of an active and dynamic voluntary community sector.

- 4.7 We plan to run a six-week public consultation on the proposals set out within this report, based around an online survey. We will particularly target consultation at clubs that might be potentially at risk of closure. Audiences and approaches will include:
- Young people and their parents and carers attending youth clubs supported by the Council. The survey will be promoted to young people through youth clubs and social media
 - Providers delivering youth clubs supported by the Council.
 - Local Joint Committees and Shropshire Council Members and town and parish councils. Publicise via SALC bulletin and direct email to Council members
 - Council officers involved in commissioning and delivery of services for children and young people in Shropshire
 - Voluntary and community sector youth clubs. Publicise via SYA newsletter
 - “Partner” organisations with an interest in the benefits of youth provision including CCG, P&C Commissioner, etc.

Once we have completed the consultation we will review and update our Equality and Social Inclusion Impact Assessment, prior to taking a further report to Cabinet.

5.0 Conclusions

- 5.1 The revised funding proposals will result in 6 LJs receiving a funding allocation rather than the current 18 areas. This results from the proposed removal of rurality funding allocations and the refocussing of resources to the main market towns where the needs of young people are the greatest.
- 5.2 We acknowledge that the proposals made in this report to limit funding to a small number of areas could have a negative impact to young people, particularly in circumstances where existing youth clubs might have to stop. This is why we want to consult with LJs, youth activity providers, stakeholders and young people, before reviewing our ESIA and confirming final recommendations. Should any specific local challenges arise, Shropshire Council may consider what transitional support could be provided.
- 5.3 The Council's Infrastructure Support Provider partner will continue to provide proactive support for universal youth activity provision within existing contractual arrangements. Its focus will be on supporting clubs that have no alternative support and are vulnerable to potential closure. The Infrastructure Support Provider will continue to work with Community Enablement Team Officers and local partners to develop new clubs in response to local need.
- 5.4 Further work will be undertaken to review arrangements for enabling young people to participate in and influence local and strategic decisions that potentially affect their lives.

List of Background Papers (This MUST be completed for all reports, but does not include items containing exempt or confidential information)

Future vision for youth support services in Shropshire, Cabinet, 8 December 2010
Shropshire Children's Trust Children, Young People and Families Plan 2014
Changes to Youth Services, Young People's Scrutiny Committee, 30 April 2014
Future Commissioning and provision of youth activities, Portfolio Holder Decision, 2 July 2014
Update – Future Commissioning and Provision of youth activities, Children & Young People's Scrutiny Committee, 22 October 2014
Local Joint Committees – Update on youth commission and boundaries, Cabinet, 10 December 2014
Youth Commissioning Update, Children & Young People's Scrutiny Committee, 24 June 2015
Delegation of the responsibility for the commissioning and delivery of youth services within Shrewsbury to Shrewsbury Town Council and recommendations for Broseley Youth Club, Cabinet, 29th July 2015
Support for Youth Activities update, Young People's Scrutiny Committee, 4 November 2015
Support for Youth Activities update, Young People's Scrutiny Committee, 3 February 2016
Proposals for the future commissioning of youth activities within the context of reduced funding, Cabinet, 19 October 2016
Proposals for the creation of a Task & Finish Group to consider the local commissioning of youth activities, Young People's Scrutiny Committee, 14 December 2016
Recommendations for the future commissioning of youth activities, Young People Task & Finish Group, 26 April 2017
Report from the Task & Finish Group on the future commissioning of youth activities, Young People's Scrutiny Committee, 28th June 2017

Cabinet Member: Cllr Nick Bardsley – Portfolio Holder for Children and Young People
Local Members: All Members
Appendices: Appendix 1 – ESIIA, Local Commissioning of Youth Activities: proposals for consultation on changes to funding of targeted geographical provision Appendix 2 – Report to the Young People’s Scrutiny Committee (excluding appendices), 28 th June 2017

Appendix 1
Shropshire Equality and Social Inclusion Impact Assessment (ESIIA)
Shropshire Council Part 1 ESIIA: initial screening and assessment

Name of service change

Local Commissioning of Youth Activities: proposals for consultation on changes to the funding of targeted geographical provision

27 11 14

Updated 22 06 15

Updated 10 10 16

Updated 11 10 17

Aims of the service change and description

Introduction

At its meeting on 28th June 2017, the Young People’s Scrutiny Committee heard feedback from a Task and Finish Group and confirmed the positive impact of youth work - universal and targeted - and recommend that the Council, pending further review in the context of wider Early Help provision, continues to provide on-going support for:

1. Universal provision for voluntary, uniformed and faith groups – provided through a contract with Shropshire youth Association and energize, our “infrastructure support provider partner”
2. Geographically targeted support for the provision of youth activities that meet identifiable local need, existing and potential - provided via “locally commissioned activities”
3. Thematically targeted support for the provision of youth activities that meet identifiable need – includes support for Special Needs Groups, LGBT group, Young Carers, etc., and merges into specialist early help services

Since Scrutiny confirmed a number of recommendations, the Council has reiterated the need to make significant budget cuts. This ESIIA supports the 18th October 2017 Cabinet report and is mainly concerned with proposals to introduce a revised funding formula and to limit funding to the Local Joint Committee (LJC) areas with the greatest need, from April 2018.

Subject to Cabinet approval, we propose to consult on these proposals, prior to returning to Cabinet with final recommendations.

Summary of proposals

Proposals are based on a simplified “funding formula”, local intelligence and understanding and a desire to support local sustainable provision free from direct Council support in recognition of the ongoing financial pressures.

Working on the basis of a reduction to the existing budget from £234,950 to £135,000 (i.e. 43%) the six LJC areas with the greatest identified needs – Shrewsbury, Market Drayton, Oswestry, Bridgnorth, Whitchurch and Ludlow - would be allocated funding. This compares with eighteen LJC areas currently receiving funding. The reduction in the number of LJC areas receiving funding results from the proposed removal of rurality funding from 12 existing LJCs, and the refocussing of resources to the main market towns where the needs are greatest.

This is summarised below.

Local Joint Committee Area (in descending order of needs score)	Rurality Funding 2014	Needs Funding 2014		Proposed Needs Funding 2018		
		Needs funding	No of youth clubs supported	Needs score	Proposed no of youth clubs to be supported	Proposed needs funding £
Partner delivery commissioned by Shropshire Council						
Shrewsbury		√	7	15.1%	5	45,000
Market Drayton		√	2	6.6%	2	18,000
Oswestry		√	4	6.0%	2	18,000
Bridgnorth, Worfield, Alveley and Claverley	√	√	2	5.6%	2	18,000
Whitchurch		√	2	5.1%	2	18,000
Ludlow and Clee area		√	2	5.0%	2	18,000
Community provision supported by the Shropshire Youth Association						
Wem and Shawbury	√	√	2	4.6%		
Craven Arms and Rural	√			4.1%		
Bishop's Castle, Chirbury, Worthen and Clun	√			3.0%		
Ellesmere	√			3.9%		
Gobowen, Selattyn, St Martin's, and Weston Rhyn		√	3	3.9%		
Longden, Ford, Rea Valley and Loton	√	√	2	3.8%		
Shifnal and Sheriffhales				3.4%		
Five Perry Parishes				3.3%		
Broseley and Rural				3.2%		
Tern and Severn Valley	√			3.2%		
St Oswald	√			3.1%		
Albrighton				3.1%		
Strettondale and Burnell	√			3.0%		
Highley and Brown Clee	√			2.8%		
Cleobury and Rural	√			2.5%		
Much Wenlock and Shipton	√			2.4%		
Bayston Hill				2.4%		
Total funding						135,000

Local Joint Committees in the six main market towns will continue to advise on the details of commissioned provision based on their local knowledge of need.

The Council is committed to supporting the development of sustainable youth activity provision free, where possible, from direct Council financial support. This reflects the ongoing challenging financial

context. It also provides the best chance for the long-term provision of youth activities to be embedded within the local community, using the resources of that community.

The Council will continue to fund the Shropshire Youth Association and Energize to provide proactive support to youth clubs across Shropshire. We recognise this as being crucial to the long-term sustainability of an active and dynamic voluntary community sector.

Background to proposals

In 2015 Shropshire Council (the Council) changed the way that it delivers group activities for young people aged 10 to 19 years old (25 for young people with learning difficulties) moving away from direct delivery to commissioning services.

Funding was provided to 18 (out of 23) LJs based on a formula that calculated the areas of greatest need and rural isolation.

Geographically targeted support is delivered via a **local commissioning** approach. LJs, together with young people and supported by the Community Enablement Team, are responsible for making commissioning recommendations. LJs base their recommendations on a consideration of a local needs, an understanding of existing youth provision, conversations with young people and stakeholders, and their local knowledge. Community Enablement Team officers support LJs with this work and are responsible for procuring youth activity within the Councils' Constitution and Contract and Financial Rules.

Since the new model was introduced over 90 separate awards have been made to over 70 different providers. Awards range from small grants of less than £200, for example, for the purchase of equipment by community groups, to large contracts to established youth activity providers.

Commissioned youth activities respond to the local needs of young people and are not intended to "substitute" for community provision, which is supported by the Council's Infrastructure Support Provider partner, the Shropshire Youth Association and Energize. Over 120 clubs are affiliated to the Shropshire Youth Association and receive a wide range of support. Further details can be found at: <http://www.sya.org.uk/>

The Council's Medium Term Financial Strategy agreed by full Council on 25th February 2016 confirmed the requirement to make 50% saving to the budget for targeted youth activity provision, £234,950, from 2017/18 onwards, leaving an available budget of £117,475 per annum.

Subsequent to this, Cabinet recommended at its meeting on the 19th October 2016 that funding should be maintained at its current level, and that the Young People's Scrutiny Committee should review proposals for the future commissioning of youth activities.

Intended audiences and target groups for the service change

The following points underpin the Council's approach to the commissioning of youth activities:

- As a local authority, Shropshire Council has a duty to secure, so far as reasonably practicable, equality of access for all young people to the positive, preventative and early help that they need to improve their well-being.
- The Council must also take steps to gain the views of young people and to take them into account in making decisions about services and activities for them.
- The Council's aim is to ensure that as many young people as possible can access a wide range of activities after school, at weekends and in school holidays. These activities are known collectively as Youth Activities and their purpose is to support young people's well-being, development of personal and social education and preparation for adulthood.

- Supporting early help and early prevention is a key driver for the Council. Support for youth activities as a “universal offer” alongside more targeted support for young people with particular needs underpins the Council’s approach to commissioning support for young people. Youth Activities are part of Shropshire’s Early Help Offer for young people.
Visit: <http://new.shropshire.gov.uk/early-help/practitioners/the-early-help-offer-provision-of-early-help-services/>
- The provision of youth activities will contribute to the following outcome areas in the Shropshire’s Children, Young People and Families Plan 2014:
 1. Ensuring all Children & Young People are safe and well looked after in a supportive environment
 2. Narrowing the achievement gap in education & work
 3. Ensuring emotional wellbeing of Children & Young People by focusing on prevention and early intervention
 4. Keeping more Children & Young People healthy and reducing health inequalities
 Visit: <https://shropshire.gov.uk/media/1216935/Shropshire-CYPF-Plan-2014.pdf>

Summary of principal target groups:

- Young people aged between 10 to 19, and up to their 25th birthday if they have learning difficulties
- Young people, identified through a review of local evidence and the knowledge of LJC members and stakeholders, whose needs are not fully catered for by “mainstream” provision, through the voluntary sector or by other means, and who may benefit from “targeted youth worker support”.
- The parents, carers and families of young people
- Positive activity providers, and their workers and volunteers delivering activities

Summary of other target groups:

- LJC Shropshire Council members & Town / Parish Council members
- Other council services supporting children & families
- Partner organisations supporting children & families
- Pre-school, school and further education providers
- The wider voluntary and community sector
- The wider business community

Evidence used for screening of the service change

Eight measures were confirmed by Cabinet in December 2014 to calculate an index of specific youth related need for each LJC. A further measure, the number of 10-19 year olds per square mile, was used to determine a specific rurality contribution, allocated separately to the calculation described above.

At its meeting on 19th October 2016 Cabinet recommended that proposals for the future commissioning of youth activities – universal support, geographically targeted support and thematically targeted support - should be reviewed by the Young People’s Scrutiny Committee.

A Task & Finish Group of the Young People’s Scrutiny Committee met three times and heard a variety of evidence from Local Joint Committees (LJCs), youth activity providers, youth forums, the Council’s Infrastructure Support Provider partner, neighbouring local authorities, potential “partner organisations” and others.

At its meeting on 28th June 2017 Scrutiny confirmed proposals to introduce a revised and simplified funding formula based on two measures, calculated for individual LJC areas:

- Young people aged 10 to 19 years old in receipt of Free School Meals
- The relative number of 10 to 19 year olds in a LJC area

Free School Meals is an established proxy measure for deprivation and is correlated with a range of needs; it is for, example, used by the Department for Education to calculate Pupil Premium levels for schools. The number of 10 to 19 year older children allows for population size differences in individual LJC areas.

In making proposals for allocating funding from April 2018 and establishing the value of the total funding pot, the Council has considered:

- On-going pressures on the Council's budget, and the requirement set out within the Councils Medium Term Financial Strategy to make a 50% saving to the budget allocated for targeted youth activity provision.
- Where the evidence shows that the need for funding in support of better outcomes for potentially vulnerable young people is the greatest; we propose to provide funding to LJC areas with a need score greater than 5.0%.
- How many youth clubs / activities the Council should be supporting and where Council support to create and sustain local activity is most needed.
- The actual cost, based on our experience, for providing fully staffed youth clubs.
- The Council's commitment to supporting the development of sustainable youth activity provision free, where possible, from direct Council financial support.

The proposed measures no longer make specific reference to rurality, although it is recognised that Shropshire is a sparsely populated and predominantly rural large county. The county has just under one person per hectare (0.96 persons; 310,000 population; source ONS mid year estimates 2014), for an area covering 319,736 hectares. Around 35% of Shropshire's population lives in villages, hamlets and dwellings dispersed throughout the countryside. The remainder live in one of the 17 market towns and key centres of varying size, including Ludlow in the south and Oswestry in the north, or in Shrewsbury, the central county town

There are significant logistical challenges in commissioning and providing services over such a large, rural geography. The Council and its partners, including Town and Parish Councils, other public bodies and the voluntary and community sector, work hard to maintain and improve the services that communities need. However, the reality is that getting to and from services, facilities, youth clubs, leisure pursuits, and places of work or study, can be very difficult with only a few major road routes, some of which are at risk of flooding; limited public transport; and the nature of the often hilly terrain.

Whilst the intention was for rurality funding in support of the provision of youth activities to correlate with need, in recognition of rural isolation issues for young people, the evidence of impact is thin on the ground. Funding that went to the following rural LJC areas (which under the proposals outlined here will no longer receive a funding allocation) was used to support a range of activities including:

- Cleobury Mortimer – Purchase of tents for girl guides; support for the "Battle of the Bands event; clean up and barbecue event at Cleobury Park; and support for activities at a youth drop in centre
- Highley – Support for holiday activities at the Severn Centre; purchase of equipment for the football and cricket clubs; and support with training and equipment purchase for a Friday event youth club
- Much Wenlock & Broseley – Support for the Broseley Youth Partnership to run a weekly youth club; support for the Broseley Scouts to run a residential adventure activity; support for young people activities at the Much Wenlock Festival and the Much Wenlock Poetry Festival; and support for the Shropshire Handball Foundation to provide a sporting activities festival
- Strettondale – Over 15 small grants to a wide variety of existing local organisations including Conover Parish Youth Club, St Laurence's Church after school club, Cardington Kidz Club, Church Stretton Cricket Club, Dorrington Young Farmers Club, Long Mynd Archers, Church Stretton Samurai RFC, Church Stretton School, etc. Grants were used to support the purchase of equipment and to help clubs put on activities.

- St Oswald & Llanymynech – Over 10 small grants to established youth clubs including Llanymynech Youth Club, TNS, Knockin and District Youth Club, Chloe Elizabeth Dance Company, Llanymynech Guides, Knockin and Kinnerley Cricket Club, Moreton Minors and Oswestry Sports Forum. Grants were used to support the purchase of equipment and to help clubs put on activities
- Tern & Severn Valley – Support for the establishment of new youth clubs at Berrington and Bomere; and support for the establishment of a tennis training wall at Cound and District Tennis Club
- Craven Arms – Over grants provided to six providers including to grow cook learn to provide a girls youth club and the Craven Arms Area Youth Group working with the South Shropshire Youth Forum to provide holiday activities.
- Bishops Castle – Support provided to Bucknell Parish Council to establish a new youth club, and to other providers to purchase equipment and to provide activities such as boys dance and a music performance
- Ellesmere – Support for Ramped to provide skate ramps within Ellesmere Market Hall

Under the proposals outlined here funding would be restricted to the six main LJC areas with the greatest need. Funding that went to the following LJC areas with identified additional need (which under the proposals outlined here will no longer receive a funding allocation) was used to support a range of activities including:

- Wem & Shawbury – establishment of a new, now independent, youth club in Shawbury, and to Wem Youth Forum to provide a youth club in Wem
- Gobowen, Selattyn, St Martin's & Weston Rhyn – Support to TNS to work with a number of partners to provide youth clubs and activities in Gobowen, St Martin's & Weston Rhyn.
- Longden, Ford, Rea Valley & Loton – Support for the establishment of new clubs in Minsterley and Westbury; and ongoing provision supported by Hanwood, Ford and Nesscliffe Parish Councils.

In the development of specific local youth commissioning proposals LJC's supported by their local Community Enablement Team Officers, will continue, as appropriate, to :

- a. Take advice from Councils Infrastructure Support provider, Shropshire Youth Association & Energize
- b. Examine a range of evidence and facts
- c. Consider existing youth activity provision
- d. Consider the outcomes of previous consultations with young people
- e. Meet with existing providers and potential future providers
- f. Meet with young people within existing youth club and school settings
- g. Conduct surveys of young people
- h. Communicate their finding and commissioning recommendations at public meetings

Specific consultation and engagement with intended audiences and target groups for the service change

In developing its original approach to the local commissioning model, Shropshire Council conducted a specific consultation with stakeholders over an 11-week period in **January to March 2014**. The aim of the consultation was to seek feedback on the proposed model of commissioning.

A formal public consultation on specific proposals for youth activity provision within individual LJC areas and to changes to previously Council directly managed youth clubs ran for a six-week period from **11th May to 22nd June 2015**.

Following proposals to reduce the available budget by 50% from April 2017 LJCs (local Members and town and parish council members) were consulted on proposed funding allocations from the **summer to 30th September 2016**. The consultation generated a number of comments, including concern that there had been no consultation on the proposed change to criteria used to allocate funding.

In practice, the 50% budget cut proposals did not take place at that time.

The aim now is to consult on the recommendations made to Cabinet to (1) simplify the needs funding formula and (2) to allocate funding to the six LJsCs with the greatest need (representing a 43% budget cut).

Should additional needs funding proposals emerge during the consultation, or other comment about the likely impact on children and young people in Protected Characteristic groupings, these will be considered in order to further inform the development of the proposed approach.

We propose to run a six-week consultation based around an online survey. We will particularly target consultation at clubs that might be potentially at risk of closure. Audiences and approaches will include:

- Young people and their parents and carers attending youth clubs supported by the Council. The survey will be promoted to young people through youth clubs and social media
- Providers delivering youth clubs supported by the Council.
- Local Joint Committees and Shropshire Council Members and town and parish councils. Publicise via SALC bulletin and direct email to Council members
- Council officers involved in commissioning and delivery of services for children and young people in Shropshire
- Voluntary and community sector youth clubs. Publicise via SYA newsletter
- “Partner” organisations with an interest in the benefits of youth provision including CCG, P&C Commissioner, etc.

Potential impact on Protected Characteristic groups and on social inclusion Guidance notes on how to carry out the initial assessment

Using the results of evidence gathering and specific consultation and engagement, please consider how the service change as proposed may affect people within the nine Protected Characteristic groups and people at risk of social exclusion.

1. Have the intended audiences and target groups been consulted about:
 - their current needs and aspirations and what is important to them;
 - the potential impact of this service change on them, whether positive or negative, intended or unintended;
 - the potential barriers they may face.
2. If the intended audience and target groups have not been consulted directly, have representatives been consulted, or people with specialist knowledge, or research explored?
3. Have other stakeholder groups and secondary groups, for example carers of service users, been explored in terms of potential unintended impacts?
4. Are there systems set up to:
 - monitor the impact, positive or negative, intended or intended, for all the different groups;
 - enable open feedback and suggestions from a variety of audiences through a variety of methods.

5. Are there any Human Rights implications? For example, is there a breach of one or more of the human rights of an individual or group?
6. Will the service change as proposed have a positive or negative impact on fostering good relations?
7. Will the service change as proposed have a positive or negative impact on social inclusion?

Guidance on what a negative impact might look like

High Negative	Significant potential impact, risk of exposure, history of complaints, no mitigating measures in place or no evidence available: urgent need for consultation with customers, general public, workforce
Medium Negative	Some potential impact, some mitigating measures in place but no evidence available how effective they are: would be beneficial to consult with customers, general public, workforce
Low Negative	Almost bordering on non-relevance to the ESIIA process (heavily legislation led, very little discretion can be exercised, limited public facing aspect, national policy affecting degree of local impact possible)

Initial assessment for each group

Please rate the impact that you perceive the service change is likely to have on a group, through inserting a tick in the relevant column.

Protected Characteristic groups and other groups in Shropshire	High negative impact <i>Part Two ESIIA required</i>	High positive impact <i>Part One ESIIA required</i>	Medium positive or negative impact <i>Part One ESIIA required</i>	Low positive or negative impact <i>Part One ESIIA required</i>
Age (please include children, young people, people of working age, older people. Some people may belong to more than one group eg young person with disability)				Provision is for young people aged 10 – 19 (25 with learning difficulties). Within this range, there may be activities that are aimed at specific age ranges (e.g. older teenagers) and this will be determined by local circumstances and needs. Some potential negative impact on young people in areas not receiving funding or receiving reduced funding. Youth club closures could result. SYA and Energize are commissioned by Shropshire Council to provide support to the voluntary sector to provide youth. Alongside this Community Development Officers will continue to support the development of local community groups to access funding
Disability (please include: mental health conditions and syndromes including autism; physical disabilities or				Provision is for young people aged 10 – 19 (25 with learning difficulties). Specifically, activity is geared towards meeting the needs of young

<p>impairments; learning disabilities; Multiple Sclerosis; cancer; HIV)</p>			<p>people whose needs are not fully catered for by mainstream provision, through the voluntary sector or by other means” and who may benefit from “targeted youth worker support” .</p> <p>Some potential negative impact on young people in areas not receiving funding or receiving reduced funding. Youth club closures could result.</p> <p>The Council will continue to provide specialist support for young people with additional learning and physical needs:</p> <ul style="list-style-type: none"> • Smile, Monkmoor • Big Time Club, Harlescott • Who, Bridgnorth <p>Additionally the Local Offer brings together in a single information, services, and resources for children and young people aged 0-25 with special educational needs and / or disabilities (SEND), their families, and the practitioners who support them.</p> <p>The Council commissions the Short Breaks programme, which forms part of the Local Offer, to a variety of specialist providers.</p>
<p>Gender re-assignment (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)</p>			<p>Some potential negative impact on young people in areas not receiving funding or receiving reduced funding. Youth club closures could result.</p> <p>No young people will be excluded on the basis of their gender. Some youth club groups may, however, be single sex groups.</p> <p>Note that the Council will continue to provide specialist activities for young people within the LGBT group in Shrewsbury. This group meets once a month and attracts support from across the county.</p> <p>Additionally the local commissioning of youth activities is able to respond to identified local LGBT needs, for example an LGBT group has recently been set up in the Marches School.</p>
<p>Marriage and Civil Partnership (please include associated aspects: caring</p>			<p>N/A</p>

responsibility, potential for bullying and harassment)				
Pregnancy and Maternity (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				<p>Some potential negative impact on young people in areas not receiving funding or receiving reduced funding. Youth club closures could result.</p> <p>No young people will be excluded on the basis of pregnancy or being a parent, where an activity does not compromise their health & safety.</p> <p>The service does not provide childcare, which may prevent young parents from accessing.</p>
Race (please include: ethnicity, nationality, culture, language, gypsy, traveller)				<p>Some potential negative impact on young people in areas not receiving funding or receiving reduced funding. Youth club closures could result.</p> <p>No young people will be excluded on the basis of race.</p>
Religion and belief (please include: Buddhism, Christianity, Hinduism, Islam, Judaism, Non conformists; Rastafarianism; Sikhism, Shinto, Taoism, Zoroastrianism, and any others)				<p>Some potential negative impact on young people in areas not receiving funding or receiving reduced funding. Youth club closures could result.</p> <p>No young people will be excluded on the basis of their religion or belief.</p>
Sex (please include associated aspects: safety, caring responsibility, potential for bullying and harassment)				<p>Some potential negative impact on young people in areas not receiving funding or receiving reduced funding. Youth club closures could result.</p> <p>No young people will be excluded on the basis of their gender. Exceptions may apply where group activities are specifically designed for boys or girls.</p>
Sexual Orientation (please include associated aspects: safety; caring responsibility; potential for bullying and harassment)				<p>Some potential negative impact on young people in areas not receiving funding or receiving reduced funding. Youth club closures could result.</p> <p>No young people will be excluded on the basis of their sexual orientation.</p> <p>Note that the Council will continue to provide specialist activities for young people within the LGBT group in Shrewsbury. This group meets once a month and attracts support from across the county.</p>

				Additionally the local commissioning of youth activities is able to respond to identified local LGBT needs, for example an LGBT group has recently been set up across the county.
Other: Social Inclusion (please include families and friends with caring responsibilities; people with health inequalities; households in poverty; refugees and asylum seekers; rural communities; people you consider to be vulnerable)			<p>Being a young carer may prevent a young person from participation.</p> <p>Having child care responsibilities may prevent young persons from participating</p> <p>Rurality may prevent young people from accessing activities.</p> <p>Poverty may prevent young people from accessing activities.</p>	<p>YP experiencing or at risk of child sexual exploitation (CSE) are now acknowledged as a vulnerable group. While this approach does not prevent this group accessing youth activities, there is an opportunity for youth providers to raise awareness of CSE and to be able to refer to relevant support when needed.</p> <p>The use of local resources and existing volunteers will result in cost effective provision and build “community resilience”.</p> <p>The infrastructure support provider can advise community based providers on building their capacity to work with volunteers. This has the potential to help young people access activities.</p>

Decision, review and monitoring

Decision	Yes	No
Part One ESIIA Only?	√	
Proceed to Part Two Full Report?		√

If Part One, please now use the boxes below and sign off at the foot of the page. If Part Two, please move on to the full report stage.

Actions to mitigate negative impact or enhance positive impact of the service change
<p>Limiting funding to fewer areas than previously has the potential to result in negative impact to young people in areas where funding is withdrawn or significantly reduced.</p> <p>Most funding to date outside the areas of greatest need has been directed at existing youth clubs and has, for example, provided some additional support with the purchase of equipment or on putting on additional activities.</p> <p>However, we recognise that funding has been used to establish new clubs at, for example, Minsterley, Westbury, Gobowen and Weston Rhyn, and that these clubs could be at risk of closure.</p> <p>The consultation on the proposals for geographical support, linked to ongoing engagement on the overall approach towards youth commissioning, will provide valuable feedback on the likely impact on</p>

young people in Protected Characteristic groupings, and will further help and inform the development of locality working approaches.

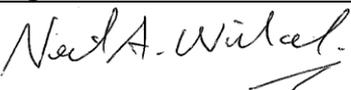
The Council will continue to engage an “infrastructure support provider”, the Shropshire Youth Association (working with energize), to support the development of safe and effective voluntary sector providers.

Alongside the infrastructure support provider, Community Enablement Team Officers will continue to support local youth clubs to access funding and provide sustainable delivery. Some transitional funding support may be available depending on individual local circumstances.

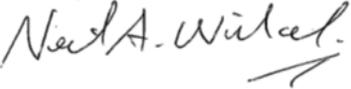
Actions to review and monitor the impact of the service change

- Evaluation and review of the ESIIA to incorporate feedback from the proposed consultation and any changes to the anticipated likely impacts of the proposed service change.
- Feedback from young people and their families and providers as part of the review process.
- Consideration of the use of social media to gain further feedback from the general population and children and young people in Shropshire.
- Ongoing evaluation of the local commissioning of youth activities, providing opportunity for continuous improvement and ensuring mitigation of any negative impact.
- Ongoing monitoring at a local level by LJsCs and Community Enablement Team Officers of provider contracts and grants and of outcome targets.
- Management information from the infrastructure support provider on the number of clubs supported, nature of support, etc.
- Research into good practice at sub-regional and national level, including support to young people and their families living in rural areas.

Scrutiny at Part One screening stage

People involved	Signatures	Date
Lead officer carrying out the screening Neil Willcox, Locality Commissioning Manager		11 October 2017
Any internal support		
Any external support Mrs Lois Dale Rurality & Equalities Specialist		17 August 2017
Head of service Neil Willcox, Locality Commissioning Manager		

Sign off at Part One screening stage

Name	Signatures	Date
Neil Willcox		11 October 2017

Appendix 2



Young People's Scrutiny
Committee
28th June 2017

Item

Report from the Task & Finish Group on the future commissioning of youth activities

Responsible Officer Neil Willcox, Locality Commissioning Manager
e-mail: Neil.willcox@shropshire.gov.uk Tel:(01743)255051

1. Summary

At its meeting of 19th October 2016 Cabinet recommended that proposals for the future commissioning of youth activities – universal support, geographically targeted support and thematically targeted support - should be reviewed by the Young People's Scrutiny Committee, and that recommendations should be brought back to Cabinet.

At its meeting on the 14th December 2016 the Scrutiny Committee confirmed Terms of Reference for a time limited Task & Finish Group.

This report summarises work undertaken by the Task & Finish Group and recommendations confirmed at its final meeting on the 26th April 2017.

The Task & Finish Group heard a variety of evidence that confirmed the positive impact of youth work, universal and targeted, on young people's lives; they wished to make a case for the retention of funding that responds to local young people's needs, existing and potential, at existing levels to the end of March 2018 and beyond.

With an eye on the long term, the Task & Finish Group recommended that work is undertaken with a broad range of interested partners over the next 18 months to develop an integrated approach to the provision of universal and targeted youth activities within the context of a wider review of Early Help provision. The provision of youth activities cuts across a range of programmes (including the Strengthening Families programme) that work with the whole family and actively support young people away from crime, anti-social behaviour, and risky behaviours, and ensure that young people feel listened to, valued and thrive in the communities where they live.

The Task & Finish group also recommended that in the medium term detailed funding proposals that meet local need should be developed for further consideration. We report on the outcomes of this work within this report.

Finally, the Task & Finish Group recognised that new arrangements need to be developed to enable young people to participate in and influence key decisions that potentially impact on young people. We report on progress with this work within this report.

2. Recommendations

- A. To confirm the recommendations made by the Task & Finish Group at its meeting of the 26th April 2017 as detailed in 3.4 below.
- B. To comment on and confirm detailed proposals for funding allocations in support of youth activity provision that respond to local need from 2018/19 onwards as detailed in Appendix 2.
- C. To note work underway on the development of opportunities and approaches for the input and review by young people in strategic and local commissioning decisions.

REPORT

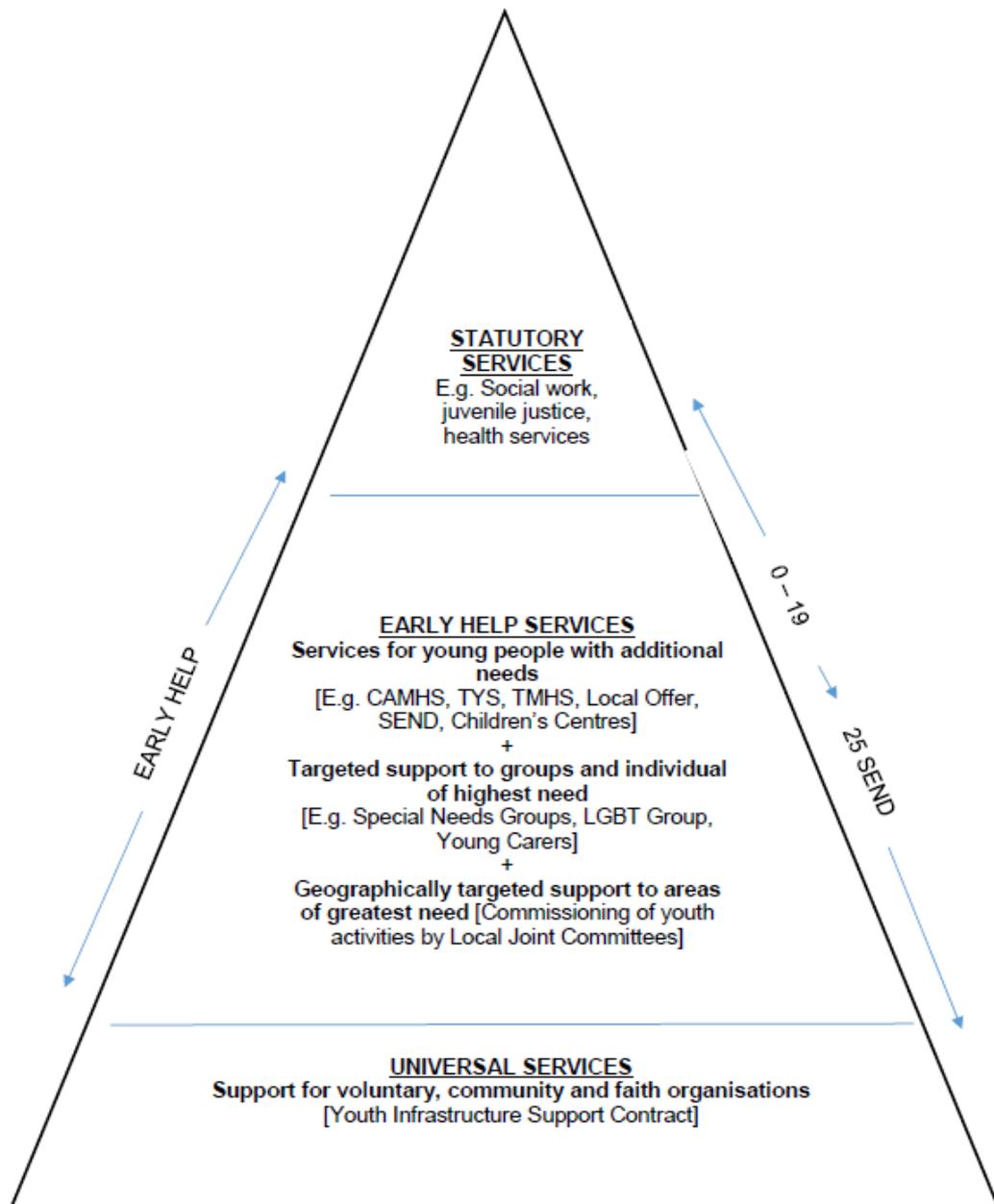
1.0 Risk Assessment and Opportunities Appraisal

- 1.1 Local authorities have a duty to secure, so far as reasonably practical, equality of access for all young people aged 13 to 19 (24 for those with learning difficulties). The “local offer” should be the best possible to meet local needs and to improve young people’s well-being and personal and social development within available resources. Local authorities must also take steps to gain the views of young people and to take them into account in making decisions about services and activities for them.
Visit: <http://dera.ioe.ac.uk/15549/1/statutory%20guidance%20on%20la%20youth%20provision%20duty.pdf>

Our assessment is that within the context of diminished resources and a large rural county the Council is meeting its statutory requirements with respect to provision.

- 1.2 However, the Council is currently less effective at taking the views of young people into account in making and reviewing decisions about provision, particularly at a county wide, strategic level. Previously Members of The Youth Parliament and Speak Out Group were among a number of initiatives which helped young people to share their thoughts, opinions and ideas. These are no longer in place in Shropshire.
- 1.3 An Equality and Social Inclusion Impact Assessment (ESIIA) for local targeted youth commissioning is kept under regular review. Any significant new proposals will be subject to consultation as appropriate and a review of the ESIIA.
- 1.4 Child safeguarding and welfare matters are paramount in our approach and appropriate safeguards will continue to be included in all arrangements.
Visit: <http://www.safeguardingshropshireschildren.org.uk/scb/>

- 1.5 Supporting early help and early prevention is a key driver for the Council¹. Support for youth activities as a “universal offer” alongside more targeted support for young people with particular needs underpins the Council’s approach to commissioning support for young people. We have shown this diagrammatically below².



- 1.6 In developing future commissioning plans it is noteworthy that there is a relatively poorly developed “provider market” in Shropshire. While there is a

¹ Shropshire Early Help Strategy, helping children have a safe, happy and healthy family life, June, Shropshire Council, 2014

² A note on abbreviations: CAMHS = Child and Adolescent Mental Health Service; TYS = Targeted Youth Support; TMHS = Targeted Mental Health Support Team; SEND = Special Education Needs & Disability; LGBT = Lesbian, Gay, Bisexual, Transgender

large amount of varied local activity for young people there are very few established organisations who employ qualified skilled youth workers.

2.0 Financial implications

2.1 The table below shows the available Council budget from April 2017 across the three complementary areas of youth activity - infrastructure support, geographically targeted provision, and Special Needs Groups. We have also provided an indication of the number of clubs / activities supported for each areas of work in order to give a simplistic idea of “impact”.

	Budget from April 2017	Support
Infrastructure support	£97,500 (25.7%)	x 139 clubs supported
Geographically targeted provision	£234,950 (62%)	x 70 providers; circa 100 projects
Special Needs Groups	£46,500 (12.3%)	x 4 groups
	£378,950	Circa 240+ activities

2.2 The Council’s Medium Term Financial Strategy agreed by full Council on 25th February 2016 confirmed the requirement to make 50% saving to the budget for targeted youth activity provision from 2017/18 onwards, leaving an available budget of £117,475 per annum.

2.3 Subsequent to this, Cabinet recommended at its meeting on the 19th October 2016 that, pending the outcomes of the work of the Task and Finish Group, funding should be maintained at its current level, i.e. £234,950, until the end of December 2017. This level of funding has been further confirmed until the end of March 2018.

3.0 The Task & Finish Group

3.1 At its meeting of the 19th October 2016 Cabinet confirmed the following recommendations:

- I. That the proposals for the future commissioning of youth activities within the context of reduced funding be referred for consideration and investigation by the Young People’s Scrutiny Committee;
- II. That the Young People’s Scrutiny Committee considers setting up a Task and Finish Group to consider this matter and that the Task and Finish Group liaise with partners and partner organisations to consider possible options; and
- III. That, in the meantime, funding for youth activities remain at its current level.

3.2 Terms of Reference were confirmed at the Young Peoples Scrutiny Committee meeting on the 14th December 2016, and included a number of headline statements:

Topic areas:

- Opportunities to sustain or grow commissioned support for the local delivery of youth activities by working with partners and partner organisations.
- Infrastructure support currently provided by SYA & Energize

- Support for Special Needs Groups
- Different mechanisms for the delivery of youth activities

Ambitions:

- To look and review, “in the round”, at how “universal” youth activities are provided and supported in Shropshire.
- To develop a broad “consortium” based approach that supports the provision of youth activities within areas and communities of greatest need, now and in the future.

Shared outcomes that respond to young people’s needs:

- A broad partnership based approach to recognising and sustaining the provision of “universal” youth activities
- Understanding of local need and how this should be best met, including funding proposals
- The role of the Council, now and in the future, in providing support to young people
- Mechanisms for the monitoring and review of support being provided to young people across Shropshire that shows the value of youth activity provision
- Cost effective sustainable provision that meets the Council’s Medium Term Financial Plan

3.3 The Group met three times, 9th February, 13th March and 26th April 2017. The Group heard from a range of different activity providers and youth partnerships and considered a range of evidence and information including:

- The impact on need resulting from the local commissioning of youth activities (to areas of geographical need)
- A review of different delivery options
- The interest of potential “strategic partners” in supporting the ongoing provision of youth activities

3.4 The full report considered by the Task & Finish Group at its final meeting on the 26th April 2017 is included as **Appendix 1**. The following recommendations were confirmed at this meeting:

A. To work with a broad range of interested partners over the next 18 months to develop an integrated approach to the provision of universal and targeted youth activities within the context of a wider review of early help provision. The provision of youth activities cuts across a range of programmes (including the Strengthening Families programme) that work with the whole family and actively support young people away from crime, anti-social behaviour, and risky behaviours, and ensure that young people feel listened to, valued and thrive in the communities where they live.

B. To note the positive impact of existing youth activity provision – universal and targeted - and to recommend that the Council, pending further review in the context of wider early help provision, continues to provide on-going support for:

1. Universal provision for voluntary, uniformed and faith groups via a contract with an infrastructure support provider partner
2. Geographically targeted support for the provision of youth activities that meet identifiable local need, existing and potential

3. Thematically targeted support for the provision of youth activities that meet identifiable need
 - C. To support the development of a broad partnership based approach to meeting the needs of young people by sharing information and agreeing local priorities.
 - D. To recommend that the existing level of funding in support of geographically targeted provision, £234,950, will be maintained until the end of March 2018 and that monies will be spent in accordance with existing guidance.
 - E. To review existing guidance for geographically targeted spend and to develop detailed proposals for funding allocations for 2018/19 that respond to local need, and to report these back to Scrutiny later in 2017.
 - F. To develop opportunities and approaches for the input and review by young people in strategic and local commissioning decisions, and to report these back to Scrutiny later in 2017.
 - G. To confirm the role of Local Joint Committees in advising on how geographically targeted need is best met; in the event of any “disagreement” with Council policy the final decision on the allocation of funding and the procurement of providers will be undertaken by officers in consultation with the Portfolio Holder for Children and Young People.

4.0 Geographically targeted support

- 4.1 Subsequent to the Task & Finish Group, a review of the allocation of funding in support of targeted youth provision was undertaken, and this is reported in full in **Appendix 2**.

The review recommends a revised and simplified funding formula based on two measures, calculated for individual LJC areas:

- Young people aged 10 to 19 years old in receipt of Free School Meals
- The relative number of 10 to 19 year olds in a LJC area

Free School Meals is an established proxy measure for deprivation and is correlated with a range of needs; it is for, example, used by the Department for Education to calculate Pupil Premium levels for schools. The number of 10 to 19 year older children allows for population size differences in individual LJC areas.

We no longer make specific reference to rurality within the proposed measures. Previously rurality funding did not necessarily correlate with need and there is no strong evidence that funding has been spent on overcoming issues of rural isolation. We will continue to work with our Infrastructure Support Provider to support clubs across Shropshire to provide activities within their local communities.

- 4.2 In allocating funding and establishing the value of the total funding pot we have overlaid the need scores with local understandings based in particular on our assessment of:

- Where support should be provided – we propose to provide funding to areas with a need score greater than 3.8%; this is both the median figure within a range from 2.4% to 15.1%, and represents a logical cut off based on need and past Council support.
- How many youth clubs / activities the Council should be supporting within each area - this is based on our experience over the past two years on the specific areas where Council support to create and sustain local activity is most needed.
- The cost for providing fully staffed youth clubs within the main market towns and for supporting community clubs within the smaller towns.

This is summarised below within a proposed hierarchy of delivery.

LJC Area (in descending order of needs score)	Needs Funding 2014		Needs Funding Revised		
	Needs funding	No of youth clubs supported	Needs funding	Proposed no of youth clubs to be supported*	Proposed funding £
Tier 1 – Partner delivery commissioned by Shropshire Council					
Shrewsbury	√	7	√	5	45,000
Market Drayton	√	2	√	2	18,000
Oswestry	√	4	√	2	18,000
Bridgnorth, Worfield, Alveley and Claverley	√	2	√	2	18,000
Whitchurch	√	2	√	2	18,000
Ludlow and Clee area	√	2	√	2	18,000
Tier 2 - Community partnership youth provision supported by Shropshire Council					
Wem and Shawbury	√	2	√	1	4,000
Craven Arms and Rural			√	1	4,000
Bishop's Castle, Chirbury, Worthen and Clun			√	1	4,000
Ellesmere			√	1	4,000
Gobowen, Selattyn, St Martin's, and Weston Rhyn	√	3	√	2	8,000
Longden, Ford, Rea Valley and Loton	√	2	√	1	4,000
Tier 3 – Community provision supported by Infrastructure Support provider					
Shifnal and Sheriffhales					
Five Perry Parishes					
Broseley and Rural					
Tern and Severn Valley					
St Oswald					
Albrighton					
Strettondale and Burnell					
Highley and Brown Clee					
Cleobury and Rural					

Much Wenlock and Shipton					
Bayston Hill					
Approximate no of areas receiving needs funding / Total no of clubs / Total funding	9 areas	26 clubs	12 areas	24 clubs	167,000

It is noteworthy that the net effect of this is a redistribution of needs funding away from some of the bigger towns across a greater number of areas.

- 4.3 In setting out this proposed hierarchy of support we make a number of additional observations:
- The Council remains committed to supporting the development of sustainable youth activity provision free from direct Council financial support. This both reflects the financial context and, equally importantly, provides the best chance for local activities to be embedded within the community, using the resources of that community and reflecting its needs.
 - Local Joint Committees will continue to advise on the details of commissioned provision based on their local knowledge of need. Although we have suggested funding allocations based on the provision of support for a defined number of youth clubs in each area LJsCs may wish to spend the money differently. What is important is that the money responds to local need.
 - The Council will continue to fund its Infrastructure Support Provider to provide support to clubs across Shropshire, notably in the Tier 2 and Tier 3 groupings. We recognise this as being crucial to the long term sustainability of an active and dynamic voluntary sector
- 4.4 In proposing this approach there are a number of questions that the Scrutiny Committee may wish to consider:
- *Are Free School Meals and the number of 10 – 19 year olds the right measures?*
 - *Where should the cut off for needs funding be; does 3.8% feel right?*
 - *Is the proposed hierarchy for Council support for local provision helpful?*
 - *Does the suggested number of clubs to be supported in different LJC areas feel about right?*
 - *How do we build long-term sustainability in to this approach; how do we reduce Council dependency and shift clubs in to tier 3 provision?*

5.0 Comments on funding

- 5.1 We report on the financial background in section 2. The proposals for needs funding made within this report amount to £167,000 from 2018/19 onwards. The available budget for 2017/18 is £234,950. Therefore, there is a balance on the overall budget of £67,950. Going forward, and in response to this funding difference, there are a number of options for consideration:
- a. Use some of the “underspend” to support the proactive participation of young people in operational and strategic implementation. This is explored further in the following section.
 - b. Offer the “underspend” as a year on year base budget saving. Note that this is still less than the originally planned budget reduction of £117,475.

- c. Reallocate the funding “underspend” to geographically targeted support guided by the revised needs assessment described above and in Appendix 2.

These options are not mutually exclusive and allow a number of permutations.

- 5.2 *Scrutiny is asked to consider and comment on the options described above.*

6.0 Participation of young people

- 6.1 Section 507B of the Education Act 1996 places a specific requirement on local authorities to ascertain from young people in its area their views on existing provision of positive activities and facilities, the need for any additional provision and their access to this provision. The local authority must then secure that the views of the young people in its area are taken into account.

The local authority’s understanding of young people’s views should be comprehensive and detailed enough to understand the barriers they face to engaging in provision.

- 6.2 The Council needs to consider how best to meet these requirements in a manner that is appropriate, honest and cost effective. Whatever approach is adopted it needs to be based on an on-going dialogue with young people, rather than a one-off exercise. Ideally, the input of young people should extend to the design, delivery and evaluation of local provision.

- 6.3 As part of the Council’s Big Conversation over 450 young people in primary and secondary schools, colleges and youth clubs across Shropshire were consulted in 2016. Using a variety of tools some key themes emerged:

- 100% of young people use a computer - They use a range of apps to communicate with Snapchat and Instagram being the most popular. Facebook is not used widely and Twitter was not mentioned at all.
- Young people are very active in their local area, taking part in 2 or 3 different clubs on average (from gardening to martial arts) - Local facilities are important to them
- Shops and local businesses are missed when they close down.
- Public transport is a lifeline to older young people - Those living in more rural areas have to rely on lifts from family/friends as public transport is less frequent
- Affording to get on the housing ladder is a concern for the older age groups.
- Have respect for older people and feel that care for the elderly is important - Older young people talked about how older people viewed them negatively.
- Thoughts on future career paths are clearer amongst younger children but get hazier as they get older.
- Young people are heavily influenced by their family and their peers on many issues from community to careers - Positive influencers include grandparents, teachers, scout leaders and youth club leaders. Family and friends are the first port of call when young people need help, although a large number say they manage themselves (not asking anyone for help.)

- The green spaces of Shropshire are valued although as they get older, young people say that this is restrictive both socially and culturally.
- Good health (physical and mental) is a familiar issue to young people and all recognise its importance and how to achieve it.

6.4 The Council is working with a number of Shropshire partners who have expertise and / or a shared interest in engaging with young people in the design of a long-term framework for the involvement of young people. Our first thoughts are that:

- We need a clear understanding of why we want to involve young people and a clear view of what we are hoping to achieve. We think that there are clear benefits to young people, to the Council and other organisations and to communities.
- There are two types of involvement, operational and strategic. The involvement of young people in the day to day planning of activities works reasonably well; on the other hand the strategic role of young people in shaping the delivery of Council services is less well developed.
- There is an opportunity to develop a collaborative approach with a range of partners and to piggyback on the back of existing networks and approaches, for example local youth forums, Young Carers, Health Champions, Young Leaders, Short Breaks, etc.
- No one approach to involving young people is right, flexibility is important in achieving and maintaining active involvement. Virtual on-line groups are clearly important but so are actual physical conversations.
- Strong relationships with project staff and commissioners are crucial to motivating, empowering and supporting the active involvement of young people.

6.5 Following further work we will report back to Scrutiny later in the year with recommendations. It is likely that a commitment to supporting the engagement of young people will need to be resourced – for example by providing facilities, transport, training and practical support.

6.6 *Scrutiny is asked to comment on the points raised.*

7.0 Conclusions

7.1 Youth work, universal and targeted, has a positive impact on young people's lives. Pending a further review of youth work in the context of wider early help provision, this report confirms on-going support for:

- a. Universal provision for voluntary, uniformed and faith groups via a contract with an infrastructure support provider partner
- b. Geographically targeted support for the provision of youth activities that meet identifiable local need, existing and potential
- c. Thematically targeted support for the provision of youth activities that meet identifiable need

7.2 The Council's Infrastructure Support Provider partner will continue to provide proactive support for universal provision within contractual arrangements. Its focus will be on supporting clubs that have no alternative support and vulnerable to potential closure. The Infrastructure Support Provider will continue to work with Community Enablement Team officer and local partners to develop new clubs in response to local need.

- 7.3 We have reviewed how geographically targeted support is provided and proposed a simplified needs assessment based on two indicators – Free School Meals and population density. This would result in a slight redistribution of funding away from the main market towns to a total of 12 LJC areas rather than to the previous 9 areas.
- 7.4 We have suggested different levels of Council support within a hierarchy of delivery. We acknowledge that the aim should be to support clubs to become sustainable within their local communities outside the need for direct Council support
- 7.5 Further work will be undertaken to review arrangements for enabling young people to participate in and influence local and strategic decisions that potentially affect their lives.

<p>List of Background Papers (This MUST be completed for all reports, but does not include items containing exempt or confidential information)</p> <p>Future vision for youth support services in Shropshire, Cabinet, 8 December 2010 Shropshire Children’s Trust Children, Young People and Families Plan 2014 Changes to Youth Services, Young People’s Scrutiny Committee, 30 April 2014 Future Commissioning and provision of youth activities, Portfolio Holder Decision, 2 July 2014 Update – Future Commissioning and Provision of youth activities, Children & Young People’s Scrutiny Committee, 22 October 2014 Local Joint Committees – Update on youth commission and boundaries, Cabinet, 10 December 2014 Youth Commissioning Update, Children & Young People’s Scrutiny Committee, 24 June 2015 Delegation of the responsibility for the commissioning and delivery of youth services within Shrewsbury to Shrewsbury Town Council and recommendations for Broseley Youth Club, Cabinet, 29th July 2015 Support for Youth Activities update, Young People’s Scrutiny Committee, 4 November 2015 Support for Youth Activities update, Young People’s Scrutiny Committee, 3 February 2016 Proposals for the future commissioning of youth activities within the context of reduced funding, Cabinet, 19 October 2016 Proposals for the creation of a Task & Finish Group to consider the local commissioning of youth activities, Young People’s Scrutiny Committee, 14 December 2016 Recommendations for the future commissioning of youth activities, Young People Task & Finish Group, 26 April 2017</p>
<p>Cabinet Member: Cllr Nick Bardsley – Portfolio Holder for Children and Young People</p>
<p>Local Members: All Members</p>
<p>Appendices: Appendix 1 – Report to the Young People’s Task & Finish Group, 26 April 2017 Appendix 2 – Review of funding in support of the provision of youth activities</p>

