



Cabinet

29th July 2015

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Item

15

Public

Delegation of the responsibility for the commissioning and delivery of youth services within Shrewsbury to Shrewsbury Town Council and recommendations for Broseley Youth Club

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1. Summary

This report summarises progress with the local commissioning of youth activities, with specific reference to proposals to:

- Delegate the responsibility for the commissioning and delivery of youth services within Shrewsbury to Shrewsbury Town Council.
- Provide short-term match funding to enable the community to support the on-going development of youth activities within Broseley

Following the confirmation of a funding allocation to some Local Joint Committees (LJCs) based on local need, LJCs have been examining evidence of need, consulting with young people and stakeholders and have confirmed their local commissioning recommendations.

Following the recent completion of a six week formal consultation on youth commissioning proposals within areas of existing Council provided universal youth clubs it is planned to start new local arrangements for the delivery of youth activities from September 2015.

2. Recommendations

- A. That the responsibility for the function of commissioning and delivery of youth services within Shrewsbury is formally delegated to Shrewsbury Town Council in accordance with the Local Government Acts 1972 and 2000.
- B. That delegated authority is given to the Director of Commissioning in consultation with the Portfolio Holder for Children & Young People to enter into detailed discussion with Shrewsbury Town Council to agree and to complete all formalities to facilitate the service delegation of youth services in Shrewsbury from Shropshire Council.

- C. That a one off time limited sum of money, £1,500, is provided by the Council as match funding to support the transitional and ongoing delivery of youth activities within Broseley up to March 2017.

REPORT

1. Risk Assessment and Opportunities Appraisal

- 1.1 The Council has a duty to secure, so far as reasonably practical, equality of access for all young people to the positive, preventative and early help that they need to improve their wellbeing. 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.
- 1.2 A risk management log is being maintained and kept under review for local youth commissioning. Looking forward the main risk to ongoing youth provision (from September) is an absence of potential providers able and willing to bid for opportunities. A further risk is that within the tight timescale is that those providers who are awarded grants / contracts are unable to mobilise to begin provision within September particularly in circumstances where they may need to recruit staff. In response to both risks we have been supporting potential providers to be ready to bid for opportunities and widely promoted potential opportunities over an extended period of time. Alongside this the Shropshire Youth Association (SYA) working with Energize continue to support the voluntary sector market to meet minimum provider requirements.
- 1.3 The approach outlined within this report to delegate the responsibility for the commissioning of youth services from the Council to Shrewsbury Town Council provides a positive opportunity to work with local communities to maximise the use of local assets – buildings, organisations, people and money – to achieve the greatest local benefit.
- 1.4 Time limited match funding support for youth provision within Broseley will encourage a sustainable approach to local provision to be developed and recognises the need for some transitional support from a position of the Council providing a weekly youth club to no direct support.
- 1.5 We have taken advice throughout the local commissioning process on child safeguarding and welfare matters and will be including the appropriate safeguards within any contractual arrangements.
- 1.6 An Equality and Social Inclusion Impact Assessment (ESIIA) has been developed, was made available as part of the formal consultation and will be kept under review. The ESIIA sets out in detail the context for service provision, the detailed consultation and engagement carried out with young people and the potential impact on target groups. Since it is both proposed to continue with provision in most areas of existing delivery and SYA / Energize are providing VCS organisations with proactive support

the adverse impact of the new way of working on young people will be minimised.

- 1.7 Principal authorities, within relevant powers within the Local Authority Act 2000 and Section 101 of the Local Government Act 1972, are permitted to allow Parish and Town Councils to discharge certain functions (i.e. services) on their behalf.
- 1.8 Parish and Town Councils have a wide range of existing powers to deliver services and in the majority of cases there is no legal bar to them taking on services or managing assets.
- 1.9 The Council agreed the medium term financial strategy which established the budgets for the new approach to supporting the provision of youth activities in February 2014. Approval was given by the Portfolio Holder responsible for youth services to modify the commissioning model in response to consultation and to procure infrastructure support service on 2nd July 2014. Approval was subsequently given by Cabinet on 10th December 2014 to confirm the funding allocation based on an analysis of need for individual LJC areas. Progress with the implementation of the approach has been scrutinised by the Children & Young People's Scrutiny Committee on 22nd October 2014 and 24th June 2015.

2. Financial implications

- 2.1 Approval was given by Cabinet on 10th December 2014 to confirm the £234,950 local commissioning funding allocation based on an analysis of need for individual LJC areas.

Specific needs funding has been allocated to 8 LJC's based on a funding formula derived from eight measures chosen to best reflect the outcomes sought by the Children's Trust. The eight measures used in the funding formula are:

- The no of 10-19 year olds
- The no of 10-19 year olds with a learning disability
- The no of 10-10 year olds living in a deprived area
- The no of 10-17 year olds offenders
- The no of 10-19 year olds with poor school attendance
- The no of referrals to social care for 10-17 year olds
- Occurrence of anti-social behaviour
- Percentage of obesity of 10-11 year olds

- 2.2 One measure, the number of 10-19 year olds per square mile, was used to distinguish rural areas from market towns. This was used to determine a specific rurality contribution, allocated separately from the main element of the funding determined by the formula described above. Rurality funding has been allocated to 11 LJC's.

- 2.3 In total 18 LJC's (out of 23) received a delegated budget based on a funding formula that reflected local young people's needs supported by the evidence described above.
- 2.4 Broseley was the only LJC area where there is existing Shropshire Council delivery that did not receive any funding as a result of the needs assessment funding formula. However, in response to the consultation (see 7.0), it is recommended that a one off contribution of £1,500 grant is provided as match funding to help support local community based youth activity. This contribution will be funded from wider existing Locality Commissioning budgets.
- 2.5 The Shrewsbury LJC was awarded the highest needs funding, £81,500. Given the later than originally planned start to new provision (September 2015 rather than April 2015) and in order to contribute to interim Positive Activities staffing and direct delivery costs to July 2015, a pro-rata allocation of £47,540 has been made for 2015/16, in line with pro-rata allocations made for all LJC areas in receipt of specific needs funding.

Under the proposals outlined within this report the entire Shrewsbury LJC budget would be transferred to Shrewsbury Town Council within a formal delegation. The effective implementation of the approach should add value to the existing budget allowing Shrewsbury Town Council to align its financial resources and assets alongside the Council's in support of better outcomes for young people.

- 2.6 Funding is committed to the end of March 2017 with any further funding being subject to a review.

3.0 Background Information

- 3.1 The Council is accelerating its approach as a commissioning organisation and to supporting a way of working that puts local communities at its heart. The fundamental premise of locality commissioning is that when community organisations work collaboratively with public sector organisations they can achieve better outcomes for their communities. Organisations have resources – buildings, finance, people, and expertise – and by aligning these together it should be possible to use them more effectively to make a positive difference to people's lives within their communities.
- 3.2 Within the new commissioning model for youth activities Local Joint Committees, together with young people and supported by the Community Enablement Team, are responsible for making commissioning recommendations. LJC's have based their recommendations on a consideration of a local needs assessment, an understanding of existing youth provision, conversations (and formal consultation in areas of existing Council delivery) with young people and stakeholders, and their local knowledge. Community Enablement Team officers continue to

support LJCs with this work and will be responsible for procuring youth activity within the Councils' constitution and regulations.

4.0 Commissioning proposals for Shrewsbury

4.1 Shrewsbury Town Council members confirmed at a meeting of the Finance & General Purposes Committee on the 29th April 2015 that it wishes to explore the potential of the delegation of youth service provision in the Shrewsbury area, together with the devolvement of the budget identified as part of the Youth Commissioning process. Members feel that the Town Council is in a good position to provide youth services for the following reasons:

- It has over the years developed a strong working relationship with Shropshire Council based on a mutual respect, trust and confidence in our respective specialisms, duties and commitment to the same residents
- It has a good track record as a contractor/provider of services for Shropshire Council
- There are natural synergies in the type of public assets the Town Council provide and the users of those facilities many of which are likely to access youth services
- There is the potential to embed youth provision across other services so as not to create a silo attitude to the development of a service and embed a richness in that offer

4.2 The Shrewsbury LJC confirmed at their public meeting on the 18th May 2015 the following recommendations for the commissioning of youth activities:

To transfer of responsibilities for the delivery / commissioning of youth activities from Shropshire Council to Shrewsbury Town Council via a "formal delegation of responsibilities". Within this to provide:

- On-going support for provision of youth activities
- Specialist time limited targeted sessions
- Support for the establishment of a youth providers network

5.0 Consultation on commissioning proposals

5.1 A formal consultation on proposed youth activity commissioning intentions for areas with existing Council delivery was run for six weeks from 11th May. People were asked to comment on proposals for individual areas via an on-line survey and were given the opportunity to provide alternative ideas. Consultation was also undertaken directly within Council youth clubs with sessions often joined by council Members. The detailed outcomes of the consultation have been published on the Council's web site and can be viewed at <http://new.shropshire.gov.uk/get-involved/youth-activity-provision-in-shropshire/>

- 5.2 In response to the six week formal consultation on these proposals 35 responses were received, mostly in the 10-19 year old age bracket, (related to Shrewsbury) to the online survey. 29% agreed with the commissioning intentions and 71% did not. The majority of comments refer to the closure of the existing youth clubs (although this was not proposed within the recommendations) and disagreement with the local commissioning of youth activities. Almost no comment was made on proposals to transfer responsibility for youth activities to the Town Council although one respondent “applauded the Town Council's plans to invest additional resources into youth provision”.
- 5.3 In addition to the online consultation discussions facilitated by Shropshire Youth Association have taken place with young people at Shropshire Council youth clubs – The Grange, Monkmoor, Sundorne and Meole Brace. Over 100 young people engaged and expressed their views on the proposals for their area. These sessions demonstrated strong connections between young people and their local youth clubs and youth workers and that there is some anxiety around potentially losing them. They have also shown a willingness amongst the young people to respond positively to new forms of provision and in some cases to attend clubs further away.

6.0 Proposals to delegate the responsibility for the commissioning and delivery of youth services within Shrewsbury to Shrewsbury Town Council

- 6.1 There are a number of potential advantages and some risks attached to the proposals to delegate the responsibility for the commissioning and delivery of youth services within Shrewsbury to Shrewsbury Town Council and these are summarised below:

Likely advantages	Potential risks
Service more responsive to local need	The Town Council may not have the necessary skills or capacity
Enhanced role for Shrewsbury Town Council within the town	Short term funding commitment from Shropshire Council may deter local innovation and investment
Potential for greater engagement from local community and stronger satisfaction with services	Potential for less of the budget going towards direct delivery
Development of synergies between the public assets held by the Town Council – recreational grounds, parks, play, etc. - and the users of those facilities many of which are likely to access youth services	
Enhanced potential to embed youth	

<p>provision across other services so as not to create a silo attitude to the development of the service</p> <p>Potential to augment funding from Shropshire Council and to improve service quality</p> <p>Potential to expand provision beyond existing areas of need based provision.</p>	
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Potential risks will be mitigated by including appropriate provisions within contract arrangement, by ensuring regular dialogue with the town council and by providing them with support.

6.2 The Council has confirmed the following high level outcomes upon which detailed discussion with Shrewsbury Town Council will be based:

- Ensure all children and young people are safe and well looked after in a supportive environment
- Narrow the achievement gap in education & work
- Ensure the emotional wellbeing of children and young people by focussing on prevention and early intervention
- Keep more children healthy and reduce health inequalities

6.3 Both councils are keen to retain the existing level of interaction with young people who currently frequent the existing clubs that are run under the current arrangement, but going forward wish to see greater flexibility and a fresh approach to how youth services might be delivered. This includes, for example:

- Making use of assets already run and owned by the Town Council.
- Encouraging the sports clubs and associations who play from Town Council facilities to embrace a youth element and to provide opportunities for young people.
- Utilising Town Council public assets to provide opportunities for young people to volunteer, contribute to the management of their area and to gain valuable skills and work experience.
- Development of a Youth Forum to ensure that there is an holistic and coordinated approach to provision and that all opportunities are known to relevant young people

6.4 In taking these recommendations forward and mitigating some of the potential risks highlighted in 6.1 above the Town Council is committed to appointing an officer (fully qualified in Youth & Community Development with a wide experience of a variety of operating models) to manage youth service provision from the outset. The position will be part funded from Shrewsbury Town Council resources and Shropshire Council payments

and will be required to undertake some delivery of provision.

6.5 The delegation of youth service commissioning and delivery from Shropshire Council to Shrewsbury Town Council is felt to be a positive move as part of the overall approach to local commissioning. In summary we are proposing to delegate responsibility for the delivery of youth services within a Service Contract linked to a payment of an agreed sum and to meeting a Service Specification. Within this model the Council still retains the ultimate responsibility and accountability for the delivery of the service.

7.0 Commissioning proposals for Broseley

7.1 In response to the six week formal consultation on the proposals to cease provision of youth clubs within Broseley and to not allocate Broseley any funding going forward to commission youth activities 26 responses specific to Broseley (out of a total of 145) were received, mostly in the 30 to 59 year old age bracket (i.e. likely to be parents and guardians of young people attending the existing youth club) to the online survey. 8% of the Broseley respondents agreed with the commissioning intentions and 92% did not. The overwhelming majority disagree strongly with plans to cease Shropshire Council supported youth activity, with many people referencing the “unfairness” of the approach.

The above was echoed by young people consulted with within the existing youth clubs with 36 people both wanting the youth club and youth workers to remain.

7.2 In response to the consultation, and taking on board that it is a well-used club it is recommended that a transition grant of £1,500 is provided as match funding to help support local community based youth activity to get established. This also reflects the activity that is already happening in the local community to raise money from other sources. This funding will be limited from September 2015 through to March 2017 to reflect the current window of youth commissioning funding. The funding split between 2015/16 and 2016/17 can only be determined once detailed local proposals are made.

8.0 Community Asset Transfers

8.1 Shropshire Council owns youth centres across the County including Bridgnorth, Ludlow, Market Drayton, Oswestry, Shrewsbury (x3) and Whitchurch (all supporting current Council youth provision). All these centres have been listed as potential Community Asset Transfers,

8.2 Within Shrewsbury, the Council owns Monkmoor Youth Centre, The Grange Youth Centre and Sundorne Youth Centre. Expressions of Interest have been received in all cases (in some cases more than one). Interested parties have been invited to move to a Formal Expression of

Interest stage and subject to their proposals will then be asked to prepare full business plans.

There are a variety of different interests and it is too soon to confirm whether in all cases these will align with ongoing youth club provision or indeed that the current buildings necessarily provide the best fit with future provision.

In the short term the Council has made a commitment to continue to make available and to cover the running costs of all existing youth club buildings until March 2016 and of any potential venue hire costs until March 2017.

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

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, Young People's Scrutiny Committee, 24 June 2015

Cabinet Member:

Cllr Ann Hartley, Portfolio Holder for Children & Young People

Local Members:

Cllrs Peter Adams, Beverley Baker, Andrew Bannerman, Vernon Bushell, Dean Carroll, Anne Chebsey, Ted Clarke, Hannah Fraser, Miles Kenny, Jane MacKenzie, Pamela Moseley, Alan Mosley, Peter Nutting, Kath Owen, Mike Owen, Kevin Pardy, Malcolm Price, Keith Roberts, Jon Tandy, Mansel Williams

Cllr Jean Jones

Appendices: