

Subject:	Brighton & Hove Youth Services 2017/18 – Some Further Information		
Date of Meeting:	9 February 2017		
Report of:	Executive Director - Families Children and Learning		
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Ward(s) affected:	All		

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT

1.1 At the Brighton & Hove Full Council meeting on 26th January 2017 an amendment was proposed by the Conservative Group and passed by Members. This amendment was to request a report to be bought to the next Policy, Resources & Growth Committee detailing the following in regards to the proposed reductions in youth service funding:

- (a) service descriptions and client reach which could be provided at a range of funding levels
- (b) descriptions and impact assessments of expenditure reductions which were considered as an alternative to the proposed cut
- (c) an impact assessment of the funding reduction on the services themselves, and their clients and the increased pressures on other budgets and services should the proposed cut be implemented

2. RECOMMENDATIONS:

2.1 That Committee note the content of this report as part of their considerations of the 17/18 budget setting process.

3. CONTEXT/ BACKGROUND INFORMATION

3.1 At Budget Council last year a number of specific savings were agreed by Members and will need to be delivered in 2017/18. In some cases these savings have subsequently been revised. Where changes have occurred these are also indicated below. Further detail about these savings can be found in the budget papers published last year and the proposals considered by the Policy Resources and Growth Committee on 8 December 2016. The savings were as follows:

- £86k Residential & short break provision
- £100k Disability team social work management support
- £510k Placement costs for disabled children

- £100k Home to school transport (saving proposal now removed due to unexpected increase in costs)
- £50k School improvement and Attendance & behaviour staffing reductions (total saving unchanged but balance between functions changed)
- £50k Youth service (staffing reduction)
- £181k Reduction in subsidy for council run nurseries (this saving has now been removed)
- £40k Reduction in childcare support (saving increased to £60k)
- £102k Fostering & Adoption service (saving increased to £167k)
- £228k Social work staffing (saving reduced to £75k due to wider pressures on the service)
- £50k Contact service (saving increased to £106k)
- £1,511k Social care placement costs
- £100k Early Help (saving increased to £400k)
- £50k Living Without Violence programme

3.2 At the Policy Resources and Growth Committee on 8 December 2016 a range of proposals for additional savings across Families, Children and Learning for 2017/18 were proposed. These were additional savings over and above those already agreed last year or those amended as indicated above. The savings listed here do not include savings within the Adult Learning Disability provision which transferred to Families Children & Learning in November 2016.

- £645k Youth Service (this saving has reduced by £105k since the papers were published for the Policy Resources and Growth Committee)
- £478k ESG Services funding from DSG (part funding for reduction in Education Services Grant)
- £10k Governor support
- £7k Music & Arts subsidy
- £20k Virtual school for children in care
- £10k Catering contract
- £20k Increased income from traded services
- £100k Children's Centres (including income from NHS services)
- £80k Integrated Team for Families & Parenting support
- £30k Skills and Employment team
- £30k Youth Offending Service
- £61k Access to Education
- £19k Standards and Achievement (now £69k was £50k)

4. SERVICE DESCRIPTIONS AND CLIENT REACH WHICH COULD BE PROVIDED AT A RANGE OF FUNDING LEVELS

4.1 The total number of young people participating in in-house youth activities (ie. attended Youth Service sessions four times or more) in 2015/16 was 1,115. The number participating in the Youth Collective provision (ie. attended Youth Service sessions four times or more) in 2015/16 was 1,480.

4.2 Subject to a final agreed budget for 2017/18 future models, descriptions and client reach information will be determined following redesign and careful prioritisation of remaining resources. See 4.3 for current priorities and further

detail in the report. However, with a reduced budget it is highly likely that fewer young people will access council funded youth provision. It should however be noted that there are a range of youth clubs and youth activity taking place across the city which receive no financial support from the council. The table below shows the current budget for the Youth Service across different areas of work. It should be noted that the Outdoor Education Advisor has moved to the School Organisation team for better alignment with our wider services to schools offer and to ensure due diligence on school trips and activities.

In-house Youth Service breakdown	Annual funding allocation 16-17 £	Reach in 2015/16
Detached Youth Work Project- youth information bus, 1-1 work and group work	150,700	1115 young people participated in youth activities (ie attended four times or more)
Outdoor activities H & S Training (Moving out of Youth Team 2017/18)	Zero cost as revenue generating and moving to traded services	Adviser supported 477 participant visits
Youth Participation & Advocacy	215,900	591 young people participated in youth voice vehicles
Health Specialists-teenage pregnancy, sexual health and substance misuse (Funded by public health)	53,600	182 young people on worker caseloads
Duke of Edinburgh-vulnerable young people (most DoE activity is managed by schools directly)	34,600	215 DofE awards achieved.
Young Ambassadors	12,000	13 young people trained as Young Ambassadors.

Community Voluntary Sector organisation	Annual funding allocation 16-17 £
Youth Collective (8 organisations)	£400,000
Allsorts (LGBT)	£15,000
BMEYPP	£15,000
Extratime (young people with disabilities)	£15,000
Safety Net Snap-It Programme	£22,000

- 4.3 Within the planned funding of £309k for 2017/18 these are the current priorities
- Advocacy services to all children who are in council care – this is a statutory requirement and is part of the remit of the current Youth Participation and Advocacy team
 - Wider support for young people’s participation and engagement – this includes the Youth Council and Young Ambassadors who are involved in all senior recruitment across the directory

- Youth worker support for young people identified to be highly vulnerable – this might potentially sit within the Extended Adolescent Service
- Support for specific groups of young people who are poorly represented in mainstream youth work and are classified as protected groups – this is currently provided by Allsorts for LGBT, BMEYPP for BME groups and Extratime for disabled young people
- Health Specialists providing support around sexual health and substance misuse (funded by Public Health)
- Some continuing support for the wider community and voluntary sector, which will include working with the council’s communities, equality and third sector team and signposting to support through Community Works, to support the needs of the most vulnerable young people.

5. DESCRIPTIONS AND IMPACT ASSESSMENTS OF EXPENDITURE REDUCTIONS WHICH WERE CONSIDERED AS AN ALTERNATIVE TO THE PROPOSED CUT

- 5.1 As part of the budget proposal formation process other options for funding reductions were considered. Across the Families, Children & Learning directorate a large percentage of our existing services are provided on a statutory basis such as social work, accommodation services for adults with learning disabilities and a range of school support services. Over the last few years the directorate, along with the rest of the Council, have been undertaking widespread reviews and projects to ensure services are run efficiently and deliver best value. The directorate has already, therefore, been able to remove what might have been seen as non- essential funding that was not delivering key outcomes and have already delivered significant savings in recent years
- 5.2 In exploring options for future savings, consideration was also given to the level of funding that other councils provide for youth services to provide contextual information. The table below shows the funding provided by statistical neighbour local authorities across the country. Nationally there has been a decline in the level of funding for youth work and evidence suggests many councils are reducing their funding for youth work further next year and following years. In recent days for example there have been press reports that the London borough of Hounslow is proposing to reduce their £862,000 youth service budget by £650,000 and more broadly London as a whole has seen a £22m reduction in youth services budgets since 2011.
- 5.3 Between 2015/16 and 2016/17 all local authorities in Brighton & Hove’s Department for Education (DfE) statistical neighbour group reduced their spending on Youth Services per head of population. The table below was generated from researching youth provision and proposals from our statistical neighbours. It shows the current level of spend on youth services per head of population for each Local Authority in our benchmark group and information where proposals for next year are known.

DfE Statistical neighbours	2016/17	Proposals for 2017/18
Brighton and Hove	£35	
Bath and NE Somerset	£36	No information about youth service

		provision has been identified. The Authority has proposed closing some Children's Centres.
Bournemouth	£60	Reports that £1m is proposed to be cut from the youth service leading to the likely closure of 3 youth centres. Proposal that future support for young people takes place in community settings and schools.
Bromley	£10	No information is available
Bristol; City of	£67	There is a proposal to recommission Bristol Youth Links to save between £900,000 and £1.7m by 2019 with a current £4.9m budget
Leeds	£16	No information is available
Portsmouth	£18	No information is available on proposals for next year, however the youth service was transferred to an external organisation 4Youth in 2012. 4Youth closed on 30 th September 2016, membership of service users transferred to another organisation UK Youth.
Reading	£56	Reports that the council approved a funding cut of £750,000 in July 2016 which will be implemented in the new financial year. This will lead to stopping all open access youth clubs and a request that alternative providers, such as schools and charities offer similar services. It is unclear what the remaining council budget will be.
Sheffield	£40	No information is available
Southend-on-Sea	£33	No information is available
York	£42	No information is available
All England		
Max	£142	
Min	£3	

5.4 When budget proposals for 2017/18 were formed earlier in 2016 a number of options were considered that were not taken forward due to the risks involved. These are detailed below.

5.5 Increase in children's social worker caseloads (potential saving of £425,000)

The current children's social work structure assumes an average caseload of 18 children per social worker with 105 FTE social workers in the new pod structure. If caseloads were increased by for example 2 per social worker this would mean 10 fewer social workers would be required, resulting in a full year saving of £0.425m.

However this option was not recommended as it would require a reduction in support for families and children which over the last year has led to a steady reduction in the numbers of children in care (this continuing trend is assumed in other budget savings for the Council). Increases in caseloads leads to both greater risk and potentially greater cost with more children coming into care. It should be noted that nationally a caseload of 18 is considered to be average. A number of inadequate LAs have decided to invest additional money to reduce to a caseload of 18. There are just 2 LAs judged to be outstanding by Ofsted; their average caseloads are 10 and Ofsted have stated recently that they believe that caseloads of about 14 may be 'manageable.'

5.6 Remove Social Work Lead Practitioner roles (saving £0.156m)

The Lead Practitioner role was introduced as an integral part of the reorganisation of the social work service in October 2015 and the refocussing on relationship-based practice. There was recognition from across the service of a need for a role designed to drive service improvement, support relationship based practice and promote excellent social work informed by evidence-based research. Four Lead Practitioners are employed in the role, making up 3fte posts. The Lead Practitioner role is designed to develop social workers' knowledge in specialist areas of social work practice including domestic abuse, adult mental health, sexual risk, court work and assessment skills. In conjunction with this, the Lead Practitioners are working to support social workers to develop skills across a range of areas including communication, assessment and intervention skills. A fundamental aspect of the role involves supporting children's social work teams to develop as a resilient workforce where experienced social workers benefit from ongoing continuing professional development and are retained on the front-line. Numbers of children supported by social workers have been reducing and our recent LGA peer review commented positively in the improvement in the quality of practice and in part attributed this to improved professional support across the service. In addition the number of vacant social worker posts has reduced and more recent recruitment rounds have seen increases in the number of applicants. Due to the statutory role of social workers vacant posts have to be covered by agency staff who are significantly more expensive than staff employed by the Council.

5.7 Further savings taken from the recently redesigned Learning Support Services (saving of £0.100m)

The intention is to move to a wider traded model starting with a relatively small traded element in 2017/18 and moving to an extended element in 2018/19 and 2019/20 following preparation with the schools and a review of the provision to make it more financially attractive to schools. It was considered whether it would be possible for 2017/18 but following an extensive consultation process earlier this year it is felt that a period of stability is required to help the new service to settle down. A saving for this service is proposed for 2018/19.

5.8 Reducing the subsidy for council run nurseries (saving of up to £0.266m)

The council runs in-house nurseries, however unlike the private and community & voluntary sector these nurseries receive an additional council subsidy to support their running costs. The quality of nursery provision across the city is good,

regardless of the provider type, however the commercial sector are less likely to run nurseries in the more deprived parts of the city where income is lower. Council run nurseries tend to operate in more deprived parts of the city and if an alternative provider took over their management at some future date unprofitable nurseries would have the potential to close, which would undermine the work on the Early Years strategy. As we have a duty to ensure that there is sufficient nursery provision across the city and there are concerns that some more vulnerable children should have access to high quality local provision the option of considering an alternative provider wasn't taken further.

5.9 Reduction in the number of Children's Centres (saving of £0.400m)

Last year an option was considered to reduce from 12 to 4 the number of Children's Centres operating across the city. Following an extensive consultation process the decision was made to reduce the number of designated Children's Centres to 7 rather than 4. If there were just 4 designated Children's Centres it is estimated that there would be a saving of approximately £400k. However this option was not pursued further given the widespread concern about the proposals last year including concern about the potential impact on outcomes for young children. Early intervention remains a priority and work continues on the Early Year's strategy. There is evidence that good quality support in the early years can help children to achieve better later in their childhood and the achievement gap for children with free school meals continues to be wide for the city. In addition such a proposal would have significant implications for wider health services including health visiting and midwifery as well as council services.

5.10 The savings identified in the alternative options listed above assume a full year budget saving. This would not now be possible for the next financial year with more complex proposals such as reducing the council subsidy for nurseries by seeking an alternative provider requiring a long lead in time.

6.0 IMPACT ASSESSMENT OF THE PROPOSED FUNDING REDUCTION ON THE SERVICES THEMSELVES, AND THEIR CLIENTS AND THE INCREASED PRESSURES ON OTHER BUDGETS AND SERVICES

6.1 Detail on the potential impact of the proposed youth service savings can be found in the Equalities Impact Assessment which is included as an appendix here.

6.2 The existing proposals retain some council funding for youth services, with £53,600 via Public Health to support Sexual Health and substance misuse and £309,000 for Youth Participation & Advocacy and to support wider youth provision in the city. It is therefore intended to fund a redesigned Advocacy and Participation service and to continue commissioning youth groups in the city that specifically work with protected groups, eg BME, LGBT and disabled young people. These continued services will ensure that the council's statutory duties can still be met, in addition to the provision of the targeted provision for vulnerable young people listed in 6.3. Some funding for other targeted youth work may also be available, but this would depend on the outcome of a wider redesign of the current service. It is understood that if the current proposed savings are taken there will be an impact of this elsewhere. This is addressed in more detail in the EIA (see appendix). Subject to other Budget Council decisions, our Early Help

services and structures are also being reviewed and this will be concluded in the context of a reduced youth service provision in the city.

- 6.3 It should be noted that there are a range of other services coordinated or in part commissioned by the local authority targeted at vulnerable young people in the city which will continue to be provided. These include:

Extended Adolescent Service (EAS) - This is a new service that was launched in October 2016 working to a social work plan with the rationale being to prevent young people entering the care system, to support reintegration into the home following a care episode and intervening to stabilise positive placements. The EAS team offers a flexible, creative and responsive service to young people and their carers. The aim is to support young people to achieve their potential and it will work intensively alongside them and their carers for up to three months, as part of an integrated package of care and support. The service will assist families and young people in seeking their own solutions to difficulties, by encouraging and enabling them to explore strategies and opportunities for managing conflict; having fun; staying safe; feeling motivated and being a valuable and valued part of the community.

Youth Offending Service - The Youth Offending Service (YOS) is a multi-agency team working with young people from the age of 10 to 17. It is jointly funded by the Ministry of Justice and the Council. It works with some of the most difficult and hard to reach young people in the city, often with significant problems. Young offenders commonly have multiple complex needs relating to:

- Mental health
- Substance misuse
- Education
- Homelessness
- Being teenage parents
- Suffering neglect and abuse

These needs, in addition to entering the youth justice system, put these young people at risk of being further socially excluded, limiting their potential to live a successful and purposeful life.

RU-OK? - Ru-ok is the specialist substance misuse service for young people under the age of 18 who have problems with alcohol or drug use. It provides an outreach service to young people, going wherever the young person feels most at ease with talking to someone, such as at schools or hostels. The service offers psychosocial work, using behavioural change models including cognitive behavioural, motivational and solution focused work.

The Adolescent Pod - The Adolescent Pod was created under the children's social work restructure to work specifically with young people at very high risk of sexual exploitation and/or who were at high risk of entering either local authority care or custody. The work undertaken can be described as assertive outreach whereby extensive resource is utilised by way of worker time to build relationships, understand circumstances and work to address needs – the evidence base that it is building up indicates a period of approximately six months of such intervention is

effective for the children with whom they work before beginning to reduce the intensity.

The Pod team has embraced relationship based working and adopted a model whereby intervention is both needs led and cost effective. To note, this is a statutory service and works only with cases that are assessed and progressed through the MASH (the Multi Agency Safeguarding Hub).

YES - The Youth Employability Service is a small team of professionally qualified Information, Advice and Guidance advisors who work with young people aged 16 - 19 (up to 25 with LDD) who are NEET or at risk of NEET by supporting them into post 16 learning and employment opportunities.

The team has been recognised nationally and internationally for its pioneering use of social media to engage with and support young people. As an 'expert' local authority the team has developed a strong engagement strategy which has positively impacted on young people's participation in education, employment and training.

School based mental health practitioners – Following a review of CAMHS provision led by the Clinical Commissioning Group it has been agreed that the service as a whole needs to be re-designed including a move away from a clinic based approach to earlier support for young people in their schools or in community settings. In preparation for this, the role of school based mental health practitioners has been developed. There is evidence that this early work has already started to lead to a reduction in referrals to CAMHS.

Cherish - All provision is respite and all youth club and young adult term time and holiday period schemes are social opportunities/group settings for disabled young people aged 16-25. The evening services also deliver life skills in a social/group setting.

Brighton & Hove Music & Arts (BHMA) - BHMA provides high quality and inclusive music and arts education and performance opportunities for all children and young people across the city including music lessons, ensembles, projects, workshops, orchestras and summer schools. BHMA is the lead partner of the award winning SoundCity, the Music Education Hub for Brighton & Hove, working alongside the Brighton Dome & Brighton Festival, Glyndebourne, Rhythmix, University of Sussex and the Royal Pavilion and Museum.

7 ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

7.2 The alternative options considered are covered above.

8 COMMUNITY ENGAGEMENT & CONSULTATION

8.2 A consultation process with young people is currently underway, scheduled to complete on February 12th 2017. The results will be shared ahead of Budget Council later in February 2017. This process has been expanded to allow parents, carers and other adults to additionally express their views. This consultation is

intended to inform the understanding of the impact and inform any service redesign.

- 8.3 Subject to decisions made at Budget Council a consultation process will be required with Brighton & Hove City Council Staff who are at risk of redundancy.

9. CONCLUSION

- 9.1 This reports demonstrates that a range of factors have been considered in the formation of the current savings proposals. The remaining services will meet the statutory duties and will respond to the issues raised in the EIA.

10. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 10.1 The draft budget proposed saving to the Youth Service budget in 2017/18 was £800k. The final proposals reduce this by £105k through alternative savings to £695k. In addition, the final budget proposals include a further £100k transitional one-off funding to enable further lead-in time to implement the saving. This report details the alternative savings which were considered during the budget setting process, but dismissed as they were considered to present a potentially higher risk in terms of equality, achievability or system-wide impacts.
- 10.2 If the proposed saving on the Youth Service is not accepted in whole or in part then alternative savings to the same value will need to be identified to ensure that a balanced budget is being set. Similarly, to defer the saving in whole or in part, alternative one-off funding sources would need to be identified.

Finance Officer Consulted: Louise Hoten

Date: 27/01/17

Legal Implications:

- 10.3 In making any decision about budgets which impact on services for the youth of the city the council must have due regard to the relevant statutory guidance and legislation. Specifically the duty within Section 507B of the Education Act 1996 sometimes described as the “sufficiency duty” that the council “must, so far as reasonably practicable, secure for qualifying young persons in the authority's area access to—
- (a) sufficient educational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities; and
 - (b) sufficient recreational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities.”

For the purposes of subsection (1)(a)—

(a) “sufficient educational leisure-time activities” which are for the improvement of the well-being of qualifying young persons in the authority's area must include sufficient educational leisure-time activities which are for the improvement of their personal and social development, and

(b)“sufficient facilities for such activities” must include sufficient facilities for educational leisure-time activities which are for the improvement of the personal and social development of qualifying young persons in the authority's area.

In determining how/if the duty can be fulfilled the Council must have regard to the ‘Statutory Guidance, for Local Authorities on Services and Activities to Improve Young People’s Well-being’ , published in 2012. This guidance clarifies it is local authorities’ duty to secure, so far as is reasonably practicable, equality of access for all young people to the positive, preventative and early help they need to improve their well-being. This includes youth work and other services and activities that:

- a. Connect young people with their communities, enabling them to belong and contribute to society, including through volunteering, and supporting them to have a voice in decisions which affect their lives;
- b. offer young people opportunities in safe environments to take part in a wide range of sports, arts, music and other activities, through which they can develop a strong sense of belonging, socialise safely with their peers, enjoy social mixing, experience spending time with older people, and develop relationships with adults they trust;
- c. support the personal and social development of young people through which they build the capabilities they need for learning, work, and the transition to adulthood – communication, confidence and agency, creativity, managing feelings, planning and problem solving, relationships and leadership, and resilience and determination;
- d. improve young people’s physical and mental health and emotional well-being;
- e. help those young people at risk of dropping out of learning or not achieving their full potential to engage and attain in education or training; and
- f. raise young people’s aspirations, build their resilience, and inform their decisions – and thereby reducing teenage pregnancy, risky behaviours such as substance misuse, and involvement in crime and anti-social behaviour.

It is not prescribed which services and activities for young people local authorities should fund or deliver or to what level. The duty is qualified by the term ‘reasonably practicable’. In judging what is reasonably practicable an authority may take into account its resources, capabilities and other priorities, as well as the availability of services from other public agencies, the private and third sector. Statutory guidance indicates that local authorities should understand the needs of local young people, particularly the needs of the most disadvantaged and vulnerable, taking full account of equality and diversity issues. It provides that “local authorities may determine which services and facilities need public funding and which can be secured through other means so that public funding is targeted primarily on young people at risk of poor outcomes.”

Statutory guidance is also explicit that local authorities must take steps to ascertain the views of young people and to take them into account in making decisions about services and activities for them. The results of the consultation and an updated equalities impact assessment will be made available to full budget council.

Lawyer Consulted: Natasha Watson

Date: 2/02/2017

Equalities Implications:

A full Equalities Impact Assessment has been undertaken and is provided in the main budget papers for this Policy, Resources & Growth Committee.

SUPPORTING DOCUMENTATION

Appendix 1: Youth Services EIA

