

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF CHILDREN'S EDUCATION & EARLY HELP SERVICES

TO:	ADULTS, EDUCATION AND CHILDREN'S COMMITTEE		
DATE:	2 MARCH 2016	AGENDA ITEM:	14
TITLE:	REMODELLING THE YOUTH OFFER		
LEAD COUNCILLOR:	CLLR GAVIN	PORTFOLIO:	CHILDREN'S SERVICES
SERVICE:	EARLY HELP	WARDS:	All
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1. PURPOSE OF REPORT

1.1 This report builds on the recent policy committee report that outlines the council's budgetary position for 2016/17. At the February 2016 Policy Committee a commitment was made to save £1.5 million from the Early Help service area over the next two financial years.

1.2 This report sets out a remodelled youth offer whilst delivering 50% of the Early Help savings target by the end of the 17/18 financial year.

2. Executive Summary

2.1 As a result of a reduction in Government funding, Reading Borough Council estimates it now needs to save £51 million over the next three years. The Council has therefore been making a series of budget proposals to make the savings needed and is committed to ensuring that residents are informed and have a say.

2.2 As part of a package of proposals to close this funding gap, the council has proposed to reduce spend by £1.5 million from Reading Borough Councils Early Help service offer. Included in the savings proposal are some direct management action as well as altering aspects of our family support and youth services offer.

2.3 A review of the family support offer has already been agreed, as reported at February 2016 ACE committee, a report will come back to ACE committee on the proposed remodelled offer in the summer of 2016.

2.4 A review of the youth services and offer has already been completed, that included work with staff and young people in late 2015. Consequently officers are now able to identify the changes that includes a significant reduction in spend in a remodelled Youth service offer. Officers are now recommending a public consultation process on a revised youth offer.

3. RECOMMENDED ACTION

3.1 That Committee notes the outcomes of the youth offer review

3.2 That Committee consults on the proposed 'Youth Offer' for local young people that will then report back to ACE a set of recommendations/ decisions in the summer 2016.

3.3 That Committee endorses the approach and timetable for a 10 week consultation commence on 7TH March 2016.

4. POLICY CONTEXT

4.1 There is a statutory duty on Local Authorities, contained in Section 507B (inserted into the Education Act 1996 by section 6 of the Education and Inspections Act 2006) which states that 'Every Local Authority in England must, 'so far as reasonably practicable' secure for qualifying young persons in the authority's area access to sufficient educational and leisure time activities which are for the improvement of their well-being.' There is little guidance as to what is determined 'reasonable' or 'sufficient'.

4.2 Reading Early Help Strategy (2013 - 2016), agreed by ACE committee in 2013 sets out the following strategic priorities:

- Intervening early before issues, needs and costs increase; it is vital that strategy begins to manage demand not just meet demand, as we aim to see services focused on reducing cost to the council across children's services.
- Targeting resources effectively, including increasing assertive outreach and follow-up support to the families that need it most;
- Meeting the needs of families with complex and multiple needs;
- To 'Think Family', ensuring we are being creative in meeting needs rather than delivering services. Therefore ensuring an integrated approach at all levels across all Children and Adult partner agencies, including making the best use of the VCF sector;
- Making it easier for families to access advice, information and support, building the capacity of communities and individuals to develop services and to support each other

4.3 An Early Help offer will continue provide support to families in Reading, but this needs to be a partnership led model of delivery. In particular working and challenging partners to increase the voluntary sector, schools and health sector Early Help provision whilst RBC moves to targeting its resources to meet vulnerable children's needs as a priority.

4.4 There are two key areas of strategy that are fundamental to the achievement of the vision;

- Ensuring that the Troubled Families agenda is delivered as it provides a golden thread for partnership working and specific focus on targeting families and reaching particular outcomes.
- Ensuring that there is specific focus on joint work with colleagues to strengthen the Early Help offer and looking for efficiencies where possible.

4.5 RBCs Early Help offer will therefore move to focus primarily (but not solely) on targeted and specialist service provision. RBC services will need to compliment targeted/ specialist services provided or commissioned in Schools as well as Voluntary sector independently funded services.

5. THE PROPOSAL

5.1 Currently Reading Borough Council provides young people a **universal offer** including:

- A range of open access youth work sessions in key communities in the town, partly run by RBC youth workers and by KICKZs as a commissioned voluntary sector organisation. This also includes a range of street work that is focused on key communities or areas as led by feedback and information from the Anti-Social Behaviour (ASB) team and the police.
- Offer of Personal, Health and Social Education (PHSE) sessions in secondary schools to whole year groups on issues such as Drug and Alcohol use.
- The organisation of the youth cabinet to provide young people with a voice and influence in the political and decision making process in the Local Authority and with partners.

5.2 Within the four Children's Action Teams (CATs) our **targeted offer** to young people includes:

- The Youth Engagement Service (YES) that provides a range of support for young people aged 13-19 years including group work, e.g. sessions with young people with Learning Difficulties and Disabilities (LDD) or Looked After Children (LAC), in the community and in our schools, as well as individual case work with young people referred to Early Help or to our Children's Social Care services.
- The Prevention and Support Service (PASS) provides a range of support for 8 to 19 year olds and is focused on reducing the number of first time entrants into the Criminal Justice System.
- A missing children's interview service on returning home when they have been absent.

As well as the CATs, there is the Young Carers service that provides respite care for 5 to 18 year olds twice a month.

5.3 In our current **specialist offer** we provide young people access to:

- Teenage pregnancy and parenting support to prepare and cope with parenthood as well as support these young people in education, employment and training.
- The Young People Drugs and Alcohol support and advice service known as SOURCE
- Youth Offending Service that offers a multi-professional service that works to prevent offending and re-offending as well as supporting young people in education, employment and training.

6. Option Proposed

6.1 Officers have been working with staff, young people as well as looking at alternative models of delivery in similar local authorities. An overview of these specific changes, that require consultation are:

1. To reduce RBC spend on youth services by £750k to bring it in line with statistical neighbour spend.
2. To taper off RBCs universal youth service to a minimum offer within 12 to 18 months and begin to explore with partners the potential of our assets being used to delivery universal youth work by alternative providers.
3. To explore the option of creating a 'bridge' venue for vulnerable young people to use as a drop in site to access support if they are unable to receive that support from home or school.
4. To reduce but focus our target youth offer to come in line with statistical neighbours.
5. To continue to offer respite care for both young carers and learning difficulty and disabled young people. To continue to offer a Lesbian, Gay, Bisexual, Transgender and Questions weekly youth session.

6. To refocus our Looked After Children youth offer to enabling these young people to access the community youth services like any other young person in Reading.
7. To continue to spend the same RBC money in the Youth Offending service but if partners reduce their contribution to the costs of the service, then we will need to reduce our offer to young people.

6.2 The detail of this offer is now set out below. Importantly this offer is for 13 year olds to 18 year olds and up to 25 year olds for Looked After Children and young people with Learning Difficulties and Disabilities.

6.3 The offer is seeking to secure the following outcomes for young people that who access the service:

- To achieve the right life skills and to transition successfully to adulthood
- To succeed in school and access training, education or work/ have aspiration and life skills so that young people are in education, employment or training
- Young people have good Mental Health, be confident and positive self-esteem
- To be happy, safe and settled at home
- To have friends, feel and be safe in their community and with their peers

6.4 Mainly our youth offer will aim to work with young people who have emerging or established needs. These will be bespoke to each young person, but the offer recognises the importance of working with;

- Young People with Learning difficulties and disabilities
- Young people who are Young Carers
- Young people + Children who go missing and are being exploited
- Teenage parents.
- Young people who identify themselves as Lesbian, Gay, Bi-sexual, Transgender and questioning.
- Young People that RBC is the corporate parent for.
- Young people with escalating safeguarding needs.

6.5 For all young people (universally) RBC from April 2016 to March 2017 will offer:

- 10 weekly open access youth clubs in target communities delivered by a funded voluntary sector partner(s). Officer recommendation is to align these target communities with work on the community/ family hubs (Amersham Road, Whitley (north and south), East Reading, Southcote, Dee Park)
- PHSE sessions in all Secondary schools that Reading children attend on Positive Relationships & sexual health, CSE/ Your Safety and PREVENT.
- Run the C Card scheme and promote this in all open access sessions (RBC and non RBC) and targeted interventions.
- RBC will continue to offer opportunities for all young people to participate in the democratic process.

6.6 From April 2017 onwards RBC will then revise the offer ceasing to fund open access youth clubs in the target communities, looking for replacement service delivery from voluntary sector partners. RBC would explore providing access to key community spaces to delivery this replacement activity and offer advice and guidance on how to deliver a quality youth work session.

Our initial investigation of existing services for young people in Reading identified over 200 provisions that appears to present a wide range of resources to young people across a variety of topics and activities. Around two thirds of this was labelled as universal.

6.7 For the majority of young people, their local school or college will provide the universal point to access for support, information and guidance on the range of issues and topics that young people need help with. However it is recognised in conversation with young people that not all will want to get help for themselves in that way. Therefore instead of providing open

access youth work the proposal is to create an alternative drop in facility for young people to access the necessary support, information and guidance they require.

6.8 This 'drop in' facility would be available from 4pm till 8pm on weekdays but importantly would be open at the weekends late morning to early afternoon. Ideally, access would be in the town centre, as feedback from young people is that this is easiest to access by bus and less problematic than going to other communities in Reading.

6.9 Officers envisage a drop in that is built around key services for young people that need to be town centre based, for example youth counselling or youth offending service and could be a base for delivery of 1:1 and group work with targeted young people already allocated to workers providing a safe haven for those who feel vulnerable.

6.10 For targeted young people, identified through the Early Help pathway and step down cases from Children's Social Care, RBC will offer 1:1 support with an allocated worker. This piece of work will have identified goals in a bespoke plan based on an assessment of need. The key needs that these young people have are:

1. Poor behaviour and low participation in education
2. Not in Education, Employment or Training (NEET)
3. Worsening Mental Health including managing low mood & anxiety, increasing risk of self-harm
4. Taking more and more risk in their:
 - a. Use of drugs and Alcohol
 - b. Anti-social behaviour in community
 - c. Criminal behaviour
 - d. Sexual activity
5. They go 'missing' from home
6. At risk or exposed to sexual exploitation and domestic abuse
7. At risk or exposure to homelessness due to conflict at home
8. A sibling as a young offender.

6.11 For targeted groups of young people the service will be able to offer support at school, in their homes or in safe locations.

6.12 The types of interventions that allocated workers will be providing include:

- Coaching and motivational interviews/ support
- Support to access more specialist or specific support - e.g. support to attend counselling sessions
- Support to access community based provision e.g. sport or drama club
- Advocacy support in schools, colleges, at home or with other council departments
- Group based activities that promote the achievement of outcome to meet similar or common identified needs. For example group sessions with young women at risk of CSE in a school setting (either at lunch time or after school).
- Holiday (summer in particular) activities for these young people and other young people that are open cases to Children's Services (CATs or CSC)
- A missing interview on returning home and the police completing the safe and well check on that young person

6.13 For particular needs there will be offer of specialist support from RBC. These are;
Youth offending where we will need to support these actions:

- Supervision of Court Orders and parenting orders
- Court work, hearings, reports
- Youth Conditional Cautions assessment and interventions
- Restorative Justice programmes
- Being the Appropriate Adults as required
- Bail/Remand supervision
- Facilitating unpaid work supervision

- Youth Caution & Youth Restorative Disposal Interventions
- Supporting YOT young people into EET and suitable Accommodation
- Sexual Offending work with non-statutory cases

6.14 High level Drugs and Alcohol use with an assessment and bespoke planning to lessen alcohol and drug use, as well as awareness raising and information giving to change behaviour. Being a Teenage parent where our support will be to preparing and manage parenthood and returning young people to education, employment or training.

6.15 The type of interventions will vary for specialist services, but include

- 1:1 officer bespoke support to young person including motivation interviewing/ coaching
- Mental Health assessments and therapeutic support both 1:1 or in groups
- Information, advice and guidance sessions
- Parenting programs and family support
- Restorative Justice opportunities and work with victims
- Rapid English sessions
- Adult learning sessions

6.16 The only regular targeted session of youth work that will be offered will the Lesbian, Gay, Bi-sexual, Transgender and Questioning (LGBTQ) session on a weekly basis. This will continue to be an open access session to any young person who feels that these sessions meet their needs to safely explore, talk about and learn about LGBTQ and related safeguarding and exploitation issues.

6.17 RBC youth offer will provide respite care sessions to 2 specific groups of young people.

- Young Carers from 13 years old. This will be an evening session at least twice a month
- Young people with Learning Difficulties and Disabilities from 13 to 25 years old. This will be an evening session once a week.

6.18 These young people will be identified and invited to attend sessions through the work of a range of RBC officers as well as key partners e.g. schools or health. To note all the young carers groups (for 5 plus year olds) will be coordinated by Early Help services but the youth offer services will only provide the respite care for 13 plus group.

6.19 RBC's youth offer to LAC will shift to providing all 13 plus year olds who are still resident in Reading an allocated worker (or volunteer) as a mentor. The approach here is to offer an alternative adult to their caring set up that works with that young person to access the community provision of their choice in order to meet their needs.

7. CONTRIBUTION TO STRATEGIC AIMS

7.1 This report and its content is an important contribution to these Local Authorities corporate priorities.

1. Safeguarding and protecting those that are most vulnerable;
2. Providing the best start in life through education, early help and healthy living;

7.2 The 2016-19 corporate plan notes that an Early Help Review will be completed to ensure the offer for children and young people will be targeted at need and 'joined up' as part of a whole system approach to delivering good outcomes for children and young people, that includes the embedding of a targeted youth offer that covers specific vulnerable Young people.

7.3 The decisions request here contribute the Councils strategic aim to promote equality, social inclusion and a safe and healthy environment for all by ensuring that the money that will be spent is being targeted on achieving key outcomes for the most vulnerable in the town.

9. COMMUNITY ENGAGEMENT AND INFORMATION

8.1 Section 138 of the Local Government and Public Involvement in Health Act 2007 places a duty on local authorities to involve local representatives when carrying out "any of its functions" by providing information, consulting or "involving in another way".

8.2 In addition to the informal consultation already undertaken as part of the youth offer review a further period of public consultation on proposals for the future of the youth offer is now planned as set out below.

8.3 This phase of consultation would seek to ensure that all stakeholder groups understand the proposals and can have their say.

8.4 Whilst a preferred option, which is outlined in this report, is recommended the Council would invite, and carefully consider, any alternative proposals put forward by consultees for achieving the desired level of savings. A consultation document will explain the background to and reasons for the proposals to allow consultees to suggest alternatives. The consultation would also allow the Council to explore means of reducing the adverse impacts of the proposals, should any of them ultimately be adopted.

8.5 It is proposed that the consultation document will be made available on the Council's website, and in hard copy format at key locations (e.g. schools) and at the Civic Offices.

8.6 Leaflets and posters directing the public to the youth offer information RBCs webpage will also be displayed in leisure, children's and community centres across the Borough.

8.7 It is also proposed that a number of targeted focus groups will be arranged to ensure that the Council has considered impacts on, and sought input from, young people that may be particularly affected by the proposals.

8.8 Public Consultation will begin 7th March 2016 (pending ACE Committee approval) and will last for a period of 10 weeks.

8.9 Timetable of the consultation process is outlined below.

2 nd March	<ul style="list-style-type: none">• ACE Committee consider youth offer review and proposed remodelled service offer• ACE Committee agree to proposed options for public consultation
7 th March - 15 th May	Youth offer consultation on remodelled service lasting 10 weeks
May-June 2016	<ul style="list-style-type: none">• Analysis of consultation responses• Further development of a preferred option
July 16 (TBC)	<ul style="list-style-type: none">• Recommendation to elected Members• ACE Committee consider and approve future Youth offer
Following approval	<ul style="list-style-type: none">• Implementation of remodelled youth offer• Staff restructure

9. EQUALITY IMPACT ASSESSMENT

9.1 Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, have due regard to the need to—

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

9.2 Officers have completed an Equality Impact Assessment (EIA) based on the information that we have gathered to date. However this will need refreshing once the public consultation is complete and be reported back to ACE committee in July 2016.

Officer assessment is currently;

9.2.1 Currently the representation of BME groups within open access youth clubs is broadly in line with the general youth population in the localities. With the new proposals the number of universal youth groups delivered and/or commissioned by RBC will be reduced over an 12-18 month period until it will no longer fund any universal/open access youth clubs. However RBC would look for replacement service delivery from voluntary sector partners and explore providing access to key community spaces to deliver this replacement activity and offer advice and guidance on how to deliver a quality youth work session. The impact of proposed changes will be low on BME groups.

9.2.2 The number of universal youth groups delivered and/or commissioned by RBC will be reduced over an 18 month period until it will no longer fund any universal/open access youth clubs. However RBC would look for replacement service delivery from voluntary sector partners and explore providing access to key community spaces to deliver this replacement activity and offer advice and guidance on how to deliver a quality youth work session.

9.2.3 Currently the balance of male to female attendance at open access youth clubs is predominately male so there may be greater impact on males.

The groups of vulnerable young people whom it is proposed we will be focussing on include:

- young people who go missing and are being exploited
- Teenage parents
- young people that RBC is the corporate parent for
- young people with escalating safeguarding needs
- young people who are young carers
- young people with learning difficulties and disabilities
- young people who identify themselves as lesbian, gay, bisexual, transgender and questioning

Thus we will continue to be able to support males who meet the above criteria and it is also likely we will support more young women than previously. The impact of proposed changes will be low on Gender/transgender.

9.2.4 It is proposed to continue with the current weekly youth session for young people with Learning difficulties and Disabilities. It is also proposed to offer respite care sessions at least twice a month for young carers from 13 years old. The impact of proposed changes will be low on disability.

9.2.5 It is proposed to continue with the current weekly youth work offered to lesbian, gay, bisexual, transgender and questioning young people. The impact of proposed changes will be low on Sexual orientation.

9.2.6 Over a period of time it is proposed to eventually stop the RBC delivery and commissioning of universal youth groups. These groups are attended by 11-19 year olds. The impact of proposed changes will be medium on age.

9.2.7 Universal youth clubs are accessible for all religious beliefs. We do not monitor the religion of service users. The impact of proposed changes is unknown on religion.

10. LEGAL IMPLICATIONS

10.1 Section 507B inserted into the Education Act 1996 by virtue of section 6 of the Education and Inspections Act 2006 will be commenced in January 2007 and applies to England only. It 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.

10.2 In order to assist young people to engage in positive activities, the local authority will need to provide a comprehensive, accurate and accessible information service for young people regarding existing local positive activity provision.

10.3 Currently Reading Borough Council meets this duty with the online directory, named the Reading Service Guide, with a specific youth section.

<http://servicesguide.reading.gov.uk/kb5/reading/directory/youth.page?youthchannel=0>

10.4 There are a number of acts that apply to a youth offending service that the council must and does comply with.

- Crime and Disorder Act 1989 Section 38 of the
- Crime and Disorder Act 1989 Section 42(3)
- Crime and Disorder Act 1989 Section 39(1)
- Crime and Disorder Act 1989. Section 39(5)
- Crime and Disorder Act 1998 Sections 39(7) and 40 set out the broad functions of a Youth Offending Team
- Criminal Justice Act 2003 s325
- Children Act 2004 s10(4)
- Children Act 2004 s 11
- Children Act 2004 Section 13(3) (d)
- Education and Skills Act (2008) s16/s77
- Children and YP Act 1969 s23AA(5)
- Children and YP Act 1969 s23(3)
- Bail Act 1976 s 3 AA and 3AB
- Crime and Disorder Act 1998 s66
- Sentencing Act S18 and 29
- Anti Social Behaviour Act 2003 s 25

State here:

- *The legal power under which you are asking the decision to be taken*
- *Whether or not you require a delegation to implement*
- *Any relevant standing orders or Procedure Rules that you are following (including procurement)*

11. FINANCIAL IMPLICATIONS

11.1 This report is seeking to consult on savings £750K from the range of budgets that make up the services within the youth offer.

11.2 Current Cost of all Youth Services that RBC provides (Intensive to universal services) as per budget book 15/16 is £2,823,500.

11.3 £769,000 of this expenditure is income from sources outside of the council, including £466,900 (60%) as a contribution to YOT.

11.4 Therefore RBCs contribution to overall spend is £2,069,500 to youth services. Currently estimated RBC spend in each of the 3 categories is:

Universal Services	25% (£526,110)	Contracted out youth clubs, a proportion (40%) of spend in youth service in CATs and a proportion of the youth participation budget (50%)
Targeted Services	47% (£978,970)	PASS, a proportion (60%) of spend in youth service in CATs, teenage pregnancy, a proportion of SOURCE (25%), specific spend on REACH out, Smiles & Young Carers, a proportion of the youth participation budget (50%)
Intensive Services	27% (£564,600)	YOT, a proportion of SOURCE (75%)

Comparative spends to other Local Authorities are:

11.5 Our Youth Justice services profile at £15 per head of 0 - 17 population which is just above the national average (£14), identical to the statistical neighbour average and joint 6th lowest within the 11 statistical neighbours.

Therefore officer's first proposal is that the YOT budget will manage any reduction from partner contributions in a specific YOT process that has already begun in with the YOT management board receiving a scoping paper in Dec 2015. RBC will continue to fund the YOT at £469,800.

11.6 Our Universal and Targeted youth services profile at £58 per head of 0 - 17 population and is significantly above the national average (£43) and the statically neighbour average (£36). And our spend is the 2nd highest spend within the 11 statistical neighbours.

11.7 Therefore officer's proposal is that our universal and targeted service spend profile is brought in line with statistical neighbour averages savings. Based on 15/16 figures £750,000 savings is required to be bring this in line. This includes management costs below the service manager level.

Proposed spend in detail

11.8 When both financial years savings (of £750k) are taken out of the current overall spend our budget amount reduces to £1,319,500 of council spend on the youth offer. The figures below are therefore an outline of spend from the start of 17/18 with full effect of savings having been reached.

Universal Services	0	
Targeted Services	839,700	Still expecting to supplement RBC expenditure from these Income sources from Public Health, Short breaks and Young Carers grant
Intensive Services	479,800	Still expecting to supplement RBC expenditure from these Income sources from <ul style="list-style-type: none"> • CCG, PCC & YJB for Youth offending service • Public Health & PCC for SOURCE & Income • Public Health for Teenage parent services.

Total	1,319,500	

11.9 Therefore our new estimate that RBC could spend in each of the 3 categories would be:

	17/18	With income
Universal Services	0%	0%
Targeted Services	64%	45%
Intensive Services	36%	55%

12. BACKGROUND PAPERS

No background papers for this report.

13. FINANCIAL IMPLICATIONS

The financial implications arising from the proposals set out in this report are set out below:-

13.1 Revenue Implications

Use this Table in the report or as an Appendix to set out the revenue implications:

	2015/16 £000	2016/17 £000	2017/18 £000
Total Expenditure (Employee costs + Other running costs)	£2,823	£2,638	£2,088
Total Income (grants)	£769	£769	£769
Net Cost(+)/saving (-)	£2,069	£1,869	£1,319

There is a risk that the income from grants and other parties (e.g. CCG) may reduce but there is no confirmation as yet. Similarly there may be opportunities to increase our income.

13.2 Capital Implications

Currently there are no capital implications for this report.