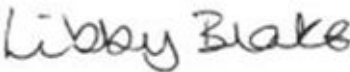


Report for:	Cabinet – 10 September 2013	Item Number:	
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Title:	Youth Service - Offer to Young People in Haringey
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Report Authorised by:	<p>Libby Blake, Director of Children’s Services.</p> <p>Signature:</p> 
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Lead Officer:	Jan Doust, Deputy Director, CYPS
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Ward(s) affected: All	Report for Key Decision
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1. Describe the issue under consideration

- 1.1 Haringey’s Strategy for Young People was published in 2012 and will expire in 2014. A copy is attached as **Appendix 1**. Planning is underway for the development of a revised strategy for 2014-17. We are proud of our young people and determined that our youth offer will reflect our ambition for young people.
- 1.2 The voice of young people will drive the revision of the strategy and we will empower them to plan, design and commission the services that they want and need. Officers of the Council will facilitate them to do this, linking with School Councils and other avenues. In order to do so, it will be necessary for the Youth Council to review its current governance arrangements and links with other youth democratic activities.

- 1.3 We will bring together the range of contributing services and initiatives - statutory, voluntary and community partners so that we have a holistic strategy that supports education, reducing offending and re-offending, reducing teenage pregnancy and substance misuse, whilst increasing employability, social opportunities and community contribution. Our offer will reflect the diversity and choice that is important to our residents.
- 1.4 Our young people are already achieving greatly improved results across secondary schools and the delivery of "Outstanding for All" our Education Commission will ensure that these standards continue to rise, enabling our young people to secure appropriate further education, training and employment and to make a strong and positive contribution to their communities in Haringey. Our strategy for Young People will be outcomes-led and provide the framework that will enable our schools, colleges and all statutory, voluntary and community partners to work together to deliver the youth offer that our young people deserve.
- 1.5 We recognise the need to improve the quality of our youth offer and this report highlights the work undertaken in recent months within the existing strategy. This will ensure that it is fit for the future and aligned to the Haringey 54000 transformation programme across the wider Children and Young People's Service and will contribute to our delivery of high quality services and offer of early help.
- 1.6 Haringey delivers positive outcomes for young people through the most effective approaches, which strengthen targeted Early Help activity for those most at risk of poor outcomes. If deployed effectively this will reduce the need for higher level, more expensive models of specialised intervention for children and young people presenting with complex levels of need.
- 1.7 The report also proposes key objectives, pending the outcomes framework that will underpin the revised strategy. These will focus on delivering the required outcomes, that will support the transformation of our offer to residents and ensure that the youth offer is focused on the identified needs of the Borough's children and young people, aged 8-19 (to age 25 for young people with learning difficulties and disabilities).
- 1.8 We are refocusing our services, reconfiguring staffing where necessary, so that they can support an increased number of local young people, including the most vulnerable, and deliver best value for money outcomes. The service will focus on the delivery and commissioning of youth provision locally and will take account of the increased requirements related to Raising the Participation Age, delivery of the recommendations of Outstanding for All and the priorities of Haringey's Council Plan, Community Safety Strategy and Children and Young People's Plan.
- 1.9 A commissioning framework is being developed and will be deployed to effectively deliver the youth offer, through a wide range of statutory, voluntary and community groups and will be expanded to underpin the 2014-17 Strategy for Young people and cover all services delivered or commissioned by the Council to support young people.
- 1.10 The 2013-14 budget for the Youth, Community and Participation is £2.246m which includes £2.079m for Youth Service (£200k specifically allocated to support young people on the cusp of care and an additional £400k each year until 30 March 2015

to commission services to support the three key local priorities extending the reach to include at risk 8-12 year olds, reducing the number of young people who are Not in Education, Employment or Training (NEET); and reaching young people at risk of engaging in gangs and criminal behaviour). This budget also supports the delivery of youth democracy and young people's participation.

- 1.11 The Youth Offending Service also has a budget of £2.331m which includes grants of £0.657m for specific purposes. This budget is used specifically to deliver statutory duties towards young people who are at risk of offending or re-offending, or are first-time entrants to the criminal justice system. Currently YOS budgets are managed separately, but the Council is moving towards a more holistic use of these resources.
- 1.12 In common with all other Directorates, CYPS will be required to contribute to meeting challenging savings targets in future years. The financial implications of the Youth Offer will need to be contained within existing resources. Balancing the delivery of challenging savings to support the Council's Medium Term Financial Plan whilst also reinvesting in prevention and early intervention, will be a key driver in service planning.

2. Cabinet Member Introduction

- 2.1 I fully support this revised Youth Strategy. In my role as Cabinet Member and portfolio holder for Youth Services, I am really excited about the opportunities this document affords Haringey's younger people. It is so important that we, as a local authority, in partnership with young people, their parents and all the key agencies, work alongside young people to achieve their potential.
- 2.2 Haringey's young people need to feel valued; have a sense of belonging, ambition and able to realise their life goals. If Haringey is to be successful in further growing local jobs and businesses and regenerating parts of the Borough, then it is vital that we give our young people the right tools; education, training, activities, support and services, to feel part of this, as they are our future.
- 2.3 So, this strategy and plan, with its focus on developing and delivering all the key priorities for young people: improving young people's life chances, reducing anti-social behaviour; reducing the rates of NEET (Not in Education, Employment or Training); reducing youth offending and teenage conceptions; providing opportunities for young people's personal and social development; providing sufficient leisure and educational provision; increasing local young people's participation with local services and empowering young people, is really welcomed.

3. Recommendations

- That Cabinet approve the creation of an outcomes focused Strategy For Young People for 2014-17 which is based on local needs.

- That Cabinet endorse the proposed realignment of the current Youth Offer with the Haringey 54000 transformation programme so that there is greater emphasis on providing a targeted universal offer ;
- That Cabinet note the progress made in strengthening our commissioning approach for young people and its alignment with the broader commissioning approach across the Children and Young People's Service and that this approach will underpin our 2014-17 strategy;
- Cabinet ask the Youth Council to review their own governance arrangements, including links to School Councils, increasing the number of young people engaged in youth democracy and also consider their arrangements for election and representation and the alignment with broader democratic processes of the Council

4. Background information

National Context

- 4.1 There has been a wider context of national level policy and strategic changes in recent years regarding services for young people. These changes have been particularly acute as local authorities have been required to respond to decreased levels of government funding and the cessation of a range of grants and initiatives that previously supported non-statutory universal work with young people.
- 4.2 In 2011 the cross-government policy 'Positive for Youth' was published, setting out the duty of Councils to deliver a local offer that will support young people's well-being and personal and social development. This duty was confirmed by the Coalition Government in 2012 at the same time as funding to Councils in the form of direct grants and revenue were significantly reduced.
- 4.3 Positive for Youth demonstrated the value of access to adults with the commitment and skills to give independent support and advice to help show how society works and navigate the transition to adulthood. It showed that young people need the opportunity to come together and learn outside of the classroom, find the things they're good at and be part of something positive in order to develop personal qualities and social competence. They are also a critical means of building strong communities and national well-being more broadly.
- 4.4 In 2011 the London Youth Agency, (a coalition of over 400 youth agencies working in London) published 'Hunch – A Vision for Youth in post-Austerity Britain'. 'Hunch' is based on the premise that good youth work, which gives young people the opportunity to learn and to have fun in safe, informal settings under the guidance of a trusted, independent adult can make a positive impact and support young people to enable successful transition into adulthood. An updated version of Hunch was published earlier this year and is included as **Appendix 2** of this report.
- 4.5 Earlier in 2013, the National Youth Agency (NYA), with the Local Government Association (NYA) published the report 'Youth Services in England: The State of the Nation'. This provided a nationwide snapshot of the delivery of youth services and

the challenges as well as innovative work that Councils are doing to deliver youth work within decreasing resources.

4.6 From the NYA's work with Local Authorities it became clear that major changes are being made to the way youth services are being delivered to young people, as resources are being reduced with an increasing focus on targeting services to the most vulnerable. The NYA Report is included as **Appendix 3**.

4.7 The main themes emerging nationally are:

reconfiguring services in the context of reduced budgets in order to achieve greater efficiencies
a move towards integration of services and locality-based delivery;
greater focus on targeted work and significant reductions to open access universal delivery;
open access services increasingly provided by external providers, including voluntary, community, faith and private sectors;
development of commissioning processes and budgets, programmes to increase the capacity of the voluntary sector;
recognition that more effective use should be made of data collection and recording in order to plan service delivery and demonstrate achievements;
strong commitment to support young people's voice and influence but diminishing capacity within some local authorities to deliver this;
Increased alignment of universal services with non statutory services for young people increasingly being linked through school based locality approaches. This has seen the emergence of the role of youth tutor being deployed in a number of LAs nationally, with youth tutors working in schools to increase the reach of services for young people in being able to signpost to specialised services and/ or provide information, advice and guidance.
moves towards generic staff roles across services and declining career structure; and
increase in neighbourhood approaches bringing together the range of partners to assess needs and coordinate provision.

Local Context

4.8 The foreword to the 2011-14 Strategy for Young People sets out the invidious position of the Council in making biting cuts to universal services. Therefore the reshaping of the Youth, Community and Participation services in Haringey in 2011 reflected many of the trends set out in the NYA report, and the more limited resource was targeted on young people already identified as vulnerable with a corresponding reduction in open-access, community-based services and a much greater focus on providing referral based individual support.

4.9 The current service configuration was launched in September 2011, bringing together staff previously engaged in the Youth Service, Connexions, and Participation teams into a single structure. This model focused on delivering an integrated service for young people who presented with targeted levels of need as well as high levels of need and/or on the cusp or in receipt of social care input, with only a small proportion of the resource available to deliver more universal services.

- 4.10 This was brought about following significant reductions to Council-wide services. This included over £14m from the 2011-12 CYPS budget and the cessation of government grants that supported young people participation and engagement, Positive Activities for Young People (PAYP), Connexions, Extended Services (Play and wrap around childcare) and the ring-fenced Early Intervention Grant.
- 4.11 At the same time, the CYPS was addressing the pressures of an over-representation of Children in Care and those subject to Child Protection Plans when compared to statistical neighbours. At the time, over 80% of the total CYPS budget was spent on these high end services and less than 20% on services to support prevention and early intervention whilst prevention and early intervention services were also deployed to support higher end complex needs.
- 4.12 The Youth Community and Participation service currently provides a range of open access centre based and outreach youth work services for young people across Haringey, including the Young Carers project and leads on the work to facilitate young people's participation.
- 4.13 Positive activities delivered during social and recreational periods can be delivered by local community and/ or local authority services, with a focus on enabling young people to engage in programmes, participate and make progress over time. In the future positive activities for young people to align with emerging national best practice will need to be delivered in a way that is contemporary, easily accessible and designed around the needs of the end user.

Developing an Early Help Offer

- 4.14 Over the past 2 years, the CYPS with partners has been developing systems to identify and manage risks to children and young people and develop appropriate support packages to families. The evidence is that our numbers for looked after placements and children subject to child protection plans are reducing with a corresponding fall in the level of budgetary resource used for these purposes. This will enable reinvestment into services that can support prevention and early help - £200k has already been reinvested into the YCP service specifically to support children on the cusp of care.
- 4.15 At the same time, through the Haringey 54000 transformation programme, there is a commitment to the development and delivery of a high quality offer of early help, that will enable a higher proportion of children's, young people's and families' needs to be met without the need of high cost and intrusive interventions. This transformation programme is intended to rebalance the use of the available budget so that expenditure is closer to the region of 50:50 between specialist support and early help.
- 4.16 We have started to engage local stakeholders, including young people to inform the review of the local youth offer and to begin the process of redesigning services so that they meet what we determine to be the local need and thus local offer. The voice of young people and our communities is fundamental to this assessment and planning the way forward.

4.17 As part of the stakeholder consultation on developing an early help offer, young people were asked recently what was most important to them. Some of their responses were:

'being equipped with the knowledge and understanding of how to apply for a job so that you do not get stuck in unemployment' (Haringey Youth Council)

'knowing where to go when you are tempted by drug use and general unhelpful escapism'

'helping early enough so that heavy consequences are avoided'

'healthy dialogue before tensions rise e.g. the riots'

'to know where to go to get help when struggling'

14.18 We are proposing to refresh our offer so that it fully reflects the things that young people have said are most important to them and additionally will enable them to participate in local democracy through control and influence over budgets, resources and decision-making.

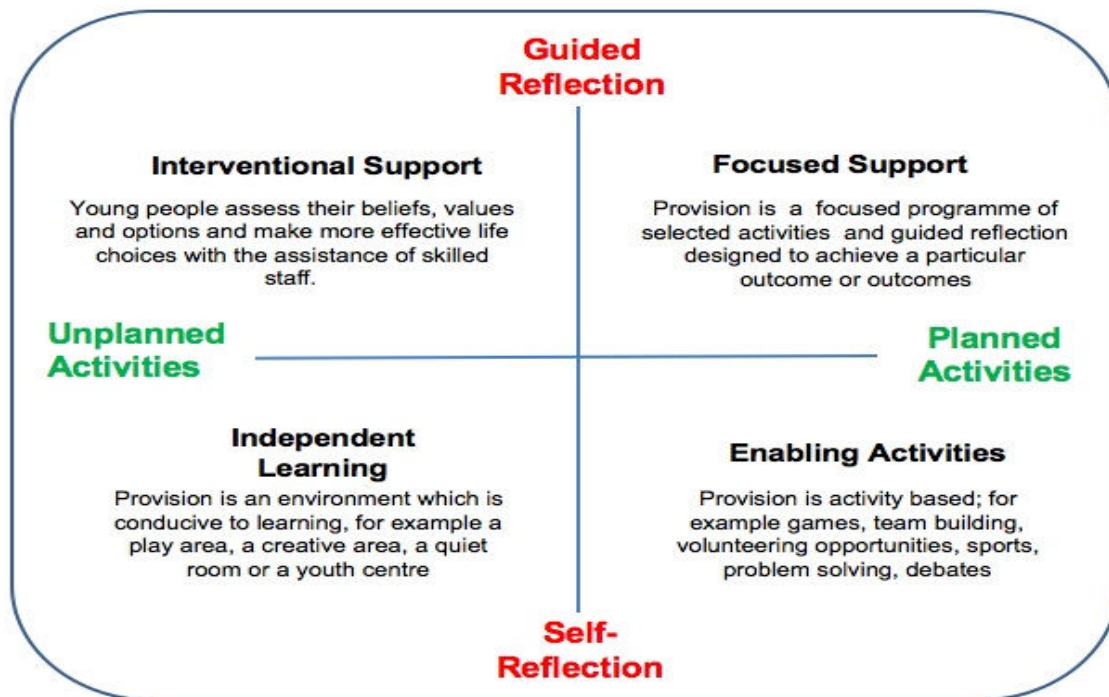
14.19 A structured participation and engagement programme with young people is central to our youth offer to inform and keep up to date the priorities for our early help programme. A revised structure of youth democracy and participation is likely to follow on from the review of current services.

What do we know about young people in Haringey – Attached as Appendix 6

14.20 'Hunch' published by London Youth, sets out the characteristics of good youth work. In summary this means:

- focused on people not problems;
- facilitative of personal and social development;
- supporting young people to take social responsibility;
- developing 'agency' – the ability to act independently within society;
- chosen by young people
- locally-led and trusted and developed over the long term;
- structured and purposeful, even in 'unstructured' activities; and
- skilfully facilitated

4.21 The 'Oginsky model', used by youth agencies nationally provides an overview of the range of interventions that good youth work should deliver:



What do we want from our youth offer?

- 4.22 Whilst resources remain limited, the offer that we are able to make must be high quality, high impact and deliver best value for money. This might mean a 'targeted universal offer' located in the places where we know that there are high levels of need and vulnerability, but still likely to provide a positive and balanced peer group that enables positive role models and social interaction.
- 4.23 Increased outreach and detached work and a pro-active approach to engaging young people will be central to the refreshed offer as this will ensure that young people are met where they are and signposted to the services that can support them.
- 4.24 It is recognised within the profession that on average 70% of any youth population may not need any provision other than that which is made by their families and friends, schools and other activities. Some may suddenly 'dip in and out' of high need due to family issues, trauma or loss for example, but generally they will make their way through to successful adulthood. A "universal" offer is likely to target the remaining 30%, within whom there will be a high needs cohort of probably 5-10%. Obviously those percentages are average and it is likely that Haringey has higher needs levels which we will continue to analyse and understand.
- 4.25 Young people must to be able to model positive behaviours, make friends from across diverse groups of young people within the population, etc. and be part of balanced groups that provide access to positive role models. Therefore the 'universal' offer is vital to 'stepping up or down' from higher levels of intervention e.g. youth offending and social work services, as it can 'normalise' young people's lives.
- 4.26 Positive activities delivered during social and recreational periods can be delivered by local community and/or local authority services, with a focus on enabling young

people to engage in programmes, participate and make progress over time. These activities will be delivered in a way that is contemporary, easily accessible and designed around the needs of the end user.

4.27 The refreshed service will be focused on delivering a number of key priorities and the service will be reshaped in order to ensure that these secure measurable outcomes are delivered:

Youth Democracy	Increasing the engagement and empowerment of young people to exercise control over service design and delivery; associated budgets and resources; commissioning services to support their own priorities, and developing young leaders who can effectively understand and represent the needs of young people as respected constituents of our communities know the local needs and market.
Empowering Communities	Volunteering and encouraging young people to engage in a wide range of volunteering opportunities and recognise the skills and qualities they develop through such activities and the contribution that they can make to their local area.
Early help and prevention - things to do and places to go	Ensuring that all young people have access to a suitable range of positive activities to be engaged in during social and recreational periods that are flexible in location and content; Increasing the number of trusted adults to support young people in their developmental journey.
Supporting education and employment	Supporting young people to secure employment and training either directly or through access to further and higher education and encouraging the development of an enterprise approach and related activities e.g. social enterprises.
Reducing offending, re-offending and anti-social behaviour	Directly supporting those vulnerable to the risks of involvement in crime, gang related activity and anti-social behaviour.

4.28 As part of the Youth Offer re-design and additional investment in the service, action has been taken to expand the age range and reach of the youth offer to include vulnerable 8–12 year olds, particularly the siblings of older young people known to have gang or criminal affiliations. This is an important shift as it will enable services to:

- reach these young people at the foundational stages of concern, particularly before the crucial transition to secondary school;
- enable young people to develop trusting relationships with key adults who will support them; and
- support 8-12 year olds to develop the confidence to seek support and to develop resilience and the skills to make positive choices.

Measuring Impact

- 4.29 The newly refocused service will support an increased number of local young people, including the most vulnerable, and deliver best value for money outcomes. The service will focus on the delivery of youth provision locally and our strategy to deliver the offer will take account of the increased requirements related to Raising the Participation Age, delivery of the recommendations of Outstanding For All and Haringey's priorities for delivering early help, community empowerment, community safety and economic regeneration.
- 4.30 Assessing, recording and measuring the impact of interventions with young people can be complex. Generally, services for young people are better at measuring 'softer' indicators such as enjoyment and participation and less good at measuring the difference made to harder indicators and life chances. The diagram demonstrates the difference between 'soft' and 'hard' indicators'. It is harder to demonstrate conclusively that the achievement of the softer elements will lead to the harder elements but the experience of young people and their words strongly link these.

'Harder' Indicators	<ul style="list-style-type: none"> - Staying on at school - Avoiding exclusion - Gaining qualifications - Not becoming 'looked after' - Reduced risky behaviours - Reduced obesity 	<ul style="list-style-type: none"> - Employment - Not offending - Not behaving anti-socially - Lowered health risk
'Softer' Indicators	<ul style="list-style-type: none"> - Self-esteem, self-belief - 'Locus of control' - Voice & empowerment - Positive peer group support - Reduced bullying 	<ul style="list-style-type: none"> - Participation in public life - Quality family life and relationships - Wellbeing - Making a social contribution - Community cohesion
Individual outcomes		Social outcomes

- 4.31 The National Youth Agency has developed a national framework of indicators and outcomes in partnership with the Young Foundation and this is being piloted across a range of settings. This will support the sector in measuring the impact of its work and to demonstrate the longer term cost benefits and value for money that can be derived from investment in youth work. We are using the outcomes framework to guide our own development of a framework of local indicators.
- 4.32 The key local outcomes expected for the service and action plan to support these are included as **Appendix 4**.

Shape of the service

- 4.33 The current configuration of the service is under review in order to ensure that it is fit for purpose and retains the appropriate skills, contractual arrangements and flexibility to support the outcomes required. This is likely to require greater use of detached workers in the community, more use of sessional contracts in order to target work at places and times suited to young people, more specialist roles required to support specific groups such as the 8 -12 age group cohort and those with higher levels of vulnerability – edge of care, re-offenders etc.
- 4.34 To align with corporate reporting timescales, a proposed future delivery model underpinned by a commissioning framework for services for young people in Haringey will be presented in the autumn term as part of a coherent CYPS approach to departmental transformation and change. Stakeholder engagement, service reviews and the benchmarking of national best practice is currently being undertaken to inform future proposals for change.
- 4.35 The commissioning plan that will support the delivery of the youth offer is included as **Appendix 5** of this report.

5. Comments of the Chief Finance Officer and Financial Implications

- 5.1 The financial implications of the Youth Offer must be contained within existing resources. The additional funding of £400k is only available for the financial years 2013/14 and 2014/15 and this will need to be taken into account when planning services.
- 5.2 In common with all other Directorates, CYPS will be required to contribute to meeting challenging savings targets in future years. This should be a key driver in service planning.

6. Head of Legal Services and Legal Implications

- 6.1 The Head of Legal Services has been consulted about this Report.
- 6.2 The Report engages the Council's statutory duties to improve the well-being of young people. Section 507B of the Education Act 1996 imposes a duty on the Council to promote the well-being of young people aged 13 – 19 (and of persons aged up to 25 with learning difficulties) by securing access for them of sufficient educational and recreational leisure-time activities and facilities, so far as is reasonably practicable. Promoting the well-being, in relation to young people, means his or her well-being so far as relating to a) physical and mental and emotional wellbeing; b) protection from harm and neglect; c) education, training and recreation; d) the contribution made by him to society; e) social and economic well-being.
- 6.3 The section provides that the Council can fulfil this duty by providing activities and facilities, assisting others to do so, or by making other arrangements to facilitate access, which can include the provision of transport, financial assistance or information. Furthermore, the Council is required to supply and keep up to date information regarding those leisure-time activities and facilities that are available locally.

- 6.4 In performing its duty under this section, the Council is required to ascertain from the young people in its area their views on existing provision and the need for any additional provision, and to take those views into account.
- 6.5 Before taking any action the Council is also required to take steps to assess whether it is beneficial for other agencies and individuals to provide services in its place and, where appropriate, to secure that those services are provided by such agencies or individuals.
- 6.6 The section places a requirement on local authorities to have regard to any guidance given by the Secretary of State when exercising their functions under the section. Statutory guidance has been issued for “Local Authorities on Services and Activities to Improve Young People’s Well-being” (DfE June 2012). The Guidance sets out the rationale and scope of the said statutory duty and the responsibilities of local authorities. It provides that it is “local authorities’ duty to secure, so far is reasonably practicable, equality of access for all young people to the positive, preventative and early help they need to improve their well-being” (Paragraph 2). “The Government will not prescribe which services and activities for young people local authorities should fund or deliver or to what level” (Paragraph 4). Local authorities should take the strategic lead to work with young people; the voluntary, community and other partner agencies.
- 6.7 The plans and actions in this report for young people (including the outcomes sought) are in accordance with the Council’s statutory duties and the statutory guidance.

7. Equalities and Community Cohesion Comments

- 7.1 The Council has a public sector equality duty to have due regards to the need to eliminate discrimination; advance equality of opportunity and foster good relations between groups in the community. This duty is owed to persons who share any of the characteristics protected by section 4 of the Equality Act 2010. Age is one of those characteristics, and covers the age spectrum including the young people within the age groups for whom the Youth Offer described in this report are intended.
- 7.2 Delivery of the Offer will support performance on the Council public sector equality duty in a number of respects:
- i. It will advance equality of opportunity for young people by linking with other young people-focused initiatives of the Council to deliver outcomes that will help improve life chances and prospects for young people in Haringey.
 - ii. By encouraging young people to engage in a wide range of volunteering and by increasing the number of trusted adults to support young people in their development journey, the Offer will help foster good relations between young people and the wider community and in particular, enhance the relationship between young people and the adult community.
 - iii. The delivery of the Youth Democracy objective of the Offer – increasing the engagement and empowerment of young people to exercise control over service design and delivery is consistent with the Council’s equality duty to enhance opportunity for participation of groups in society whose

representation in decision making has been shown to be low. Available evidence shows that in this regard, young people's representation is particularly low.

- 7.3 On the whole the proposals set out in this report will impact positively on the young people at whom they will be targeted.

8. Head of Procurement Comments

N/A

9. Policy Implication

- 9.1 The transformation of local services for young people and the reconfigured Youth Offer will contribute to the Council's priorities to improve young people attainment and achievement. This change agenda will also deliver responsive high quality services and to the Health and Wellbeing Strategy outcome to give every child the best start in life.

10. Reasons for Decision

- 10.1 The proposals are intended to bring the Council further in line with best practice and national benchmarks and support the promotion of improved outcomes for Haringey's children and young people.

11. Use of Appendices

Appendix 1 Strategy for Young People in Haringey 2011-14
Appendix 2 Hunch – A vision for youth in post-austerity Britain
Appendix 3 Youth Services in England – The State of the Nation
Appendix 4 Key local outcomes expected for service and action plan
Appendix 5 Youth Commissioning Plan 2013/14 and Options for 2014/15
Appendix 6 What do we know about young people in Haringey

12. Local Government (Access to Information) Act 1985