

Subject:	Review of Youth Services		
Date of Meeting:	13th January 2020		
Report of:	Executive Director for Families, Children & Learning		
Contact Officer:	Name:	Deborah Corbridge	Tel: 01273 292953
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Ward(s) affected:	(All Wards)		

FOR GENERAL RELEASE**1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 The purpose of this report is to provide information on current youth services, the Youth Service Grants Programme and commissioning arrangements, offer options regarding the development of a central youth hub in the city and to make the Committee aware of a significant funding opportunity that may support any agreed plans.

2. RECOMMENDATIONS

- 2.1 That the Committee agrees to extend the current Youth Service Grants Programme and to fund the work of current recipients for a further six months from 1 October 2020 to 31 March 2021, subject to funding being agreed in the 2020/21 budget.
- 2.2 That the Committee agrees to a review of the provision of youth services across the city which will consider the areas set out in paragraph 4.1 of this report and that the findings of the review are brought back to Committee in June 2020. This timing may need to change depending on Government funding announcements.
- 2.3 That the Committee agrees that the terms of reference of the review be agreed by a cross party group of councillors and Youth Wise.
- 2.4 That the Committee agrees that the review will consider an Onside Youth Zone in partnership with Brighton Youth Centre as one option for the central youth hub.
- 2.5 That the Committee agrees the review should consider a financial assessment of the different options including sources of capital and revenue funding and long term financial viability.

3. CONTEXT/ BACKGROUND INFORMATION**3.1 Council's commitment to youth services**

The Brighton and Hove City Council 2020 to 2023 Corporate Plan outlines its commitment to deliver high quality youth services, stating we will:

- identify Council owned premises suitable for partners to offer youth services.

- maintain services for refugees and LGBTU young people and ensure that sexual health services and mental health support are delivered at youth centres across the city.
- protect funding and review youth services across the city to improve coordination, establish a central youth hub and deliver services directly where possible.
- give young people a stronger voice in future services.

3.2 Council run services for young people (see appendix for more details)

The Council directly deliver a number of services that support young people:

- Adolescent Service
- Youth Participation Team
- Youth Employability Service
- Integrated Team for Families

Youth buildings (see appendix for more details)

The Council own:

- 67 Centre (Youth Participation Team and Trust for Developing Communities (TDC) for delivering youth work)
- Portslade Village Centre (Extratime for Special Educational Needs and Disabilities youth work and community use)
- Woodingdean and Colden Youth Centres (both used by TDC for delivery)

Voluntary Sector buildings include:

- Brighton Youth Centre (central)
- Crew Club (Whitehawk)
- Young People's Centre (central)
- Tarner Community Project (and the Phoenix Community Centre) (central)
- Youth Advice Centre (YMCA) (central)

3.3 Current Youth Service Programme

The Youth Service Grants Programme 2017-2020 funding period runs from 1 October 2017 to 31 March 2020. Its annual budget is £400,000 (£250,000 from the Housing Revenue Account). The focus of this programme is to fund projects that support outcomes identified in the Brighton & Hove Youth Work Review 2015, equality outcomes and outcomes for Council tenants. £16,000 contributes to the ASPIRE database which enables users to manage their casework and report on outcomes. The rest of the funding is distributed as follows:

Lot	<i>(Apr 19 – Mar 20)</i>
Area 1: Hangleton, Portslade & West Hove Provider – Hangleton & Knoll Project	£79,000
Area 2: Whitehawk and the Deans Provider – Trust for Developing Communities	£61,000
Area 3: Moulsecoomb & Patcham Provider – Trust for Developing Communities	£88,000
Area 4: Central Hove & Brighton Lead Provider – Brighton Youth Centre & Partners (<i>Tarner Community Project, Youth Advice Centre and Young People's Centre</i>)	£99,000
Equalities: LGBTU - Allsorts	£19,000
Equalities: BME - BMEYPP	£19,000
Equalities: Disability - Extratime	£19,000
Total	£384,000

Please see appendix for more details of these services

3.4 The current grant agreements are monitored; with six monthly data and narrative reports being compiled and presented regularly to the Children, Young People and Skills and Housing Committees. In addition, meetings with the service providers take place on a quarterly basis. Current grant recipients are required to evidence standards of practice; particularly around knowledge/training, child protection and safeguarding, inclusivity, accessibility, health and safety and financial accountability. The recently completed Equality Impact Assessment provides evidence of good engagement with BAME, LGBTU young people and those with a disability or SEND.

3.5 In June 2019 the Children, Young People and Skills Committee and Housing Committee agreed to extend the current agreements by six months, to the end of September 2020, subject to consultation with Area Panels. This consultation took place in September 2019 and the Area Panels agreed.

3.6 In addition there is funding of £90,000 a year which has been allocated to a Youth Led Grants Programme. This has been used for annual small grants with decisions about the allocation of the funding led by young people.

3.7 Current central youth provision
Brighton Youth Centre (BYC) is the lead provider of the central Hove and Brighton commissioned Youth Service and receives £47,000 from the central £99,000 grant allocation. It is a purpose built youth centre that runs a wide range of activities with a particular focus on young people aged between 13-19 years and up to 25 for young people with SEND.

The site is owned and managed by BYC. The building is well used by young people but needs significant repairs. BYC estimate, to complete the major repairs/refurbishment would cost in the range of £800k - £1.2m and work to improve accessibility and general layout would cost at least an additional £1m.

3.8 The three organisations acting in partnership with BYC also receive grant funding from the Council:

- Tarner Community Project – receives £27k from the central £99k grant
- Youth Advice Centre (YMCA) – receives £10k from the central £99k grant
- Young People’s Centre - receives £15k from the central £99k grant

3.9 Onside – Youth Zones
Onside is a charity that aims to build a network of 21st century Youth Centres (Youth Zones) giving young people quality, safe, accessible and affordable places to go in their leisure time. They started in the North West, with the first Youth Zone built in 2006 and have expanded to projects in the South East with four Youth Zone projects in London opening in 2019/20. Onside secure charitable donations which match local authority capital and revenue investment.

3.10 The Council has been approached by Onside to support the development of a Brighton and Hove Youth Zone in the centre of the city. Other Onside projects have generally started with Council identifying a vacant site, which it owns, in a central location. The vacant site would then form part of the capital investment offer from the local authority. For Brighton and Hove this model is incompatible as there is no centrally located vacant site which the authority owns or that would

become available in the next 12-18 months. BYC owns the site that it is based on. The location is suitable for this project and is close to central bus routes that open up to the rest of the city. The Brighton Youth Centre manager and board members are supportive of a proposal to develop a partnership with Onside and the Council to develop a Youth Zone on this site.

3.11 The capital cost of a Youth Zone in Brighton would be £6.5 million with revenue costs of £800k per annum. Onside have expressed their commitment to securing £3.25 million towards these costs and £600k per annum towards the revenue costs for the first three years from the opening of the building. Onside's proposal requires the Council to commit to securing £3.25 million towards the capital cost of the project and £200k per annum towards revenue costs for the first three years. Funding of £800k per year would be needed from year four onwards.

3.12 Youth Investment Fund

The government have recently announced a new £500m Youth Investment Fund. This investment will help build 60 new youth centres across the country, refurbish around 360 existing youth facilities, and provide over 100 mobile facilities for harder to reach areas. In addition, another government announcement stated that youth projects across the country will receive a £12 million boost as part of the Government's commitment to help young people thrive and level up opportunities. We do not as yet know the detail of the conditions of this funding or the timing.

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

Youth Review

4.1 It is proposed that the Youth Review will consider:

- The views of young people
- Services provided by the organisations in receipt of Council Youth Grants
- The range of services delivered by other youth providers in the city
- The extent of partnership working between organisations including the Council, Police and Health services
- The future viability of youth buildings owned by both the Council and community organisations
- Access to services by young people who are Council house tenants, living in disadvantaged areas and from protected groups
- The model for a central youth hub
- The allocation of the Youth Services Grants across the city
- Sources of funding including the Youth Investment Fund
- Value for money, the future value of any assets held by the Council and long term sustainability.

Youth Zone / Onside

4.2 The Youth Zone funding model requires the Council to contribute capital funding of £3.25 million. A contribution towards this may be available from the Youth Investment Fund. There are likely to be specific terms and conditions which will need to be considered including match funding. Options for additional capital funding are:

- Use of current revenue funding. Suitable revenue funding may be transferred to form a capital budget for the project. However, this would need approval by

the Chief Finance Officer and be dependent on sufficient funding being available and the prevailing revenue budget position.

- Capital receipts from the sale of assets. This requires the identification of suitable assets to be disposed, agreement that the funds generated will be ring-fenced for this project and relies on the value and timing of the sale.
- Unsupported Borrowing. Local Authorities have the power to borrow funds, within the terms of the prudential code. The service would be required to repay the loan over a specified period.

- 4.3 All of the above options will need Policy and Resources Committee approval against a set of criteria including the financial return on the investment, value for money, opportunity costs from other use of assets and any other benefits or additional resources derived from the asset. Funding of this project will entail considerable financial risk to the Council and it is critical that the Council's financial interests are protected and the value of any future asset held by the Council mitigates that risk.
- 4.4 As the land for this potential Youth Zone is currently owned by Brighton Youth Centre there would be no security on the Council investment. There may be an opportunity for the land to be transferred to the Council and for this to count towards the Council's contribution. This needs to be explored and the true value of the land ascertained. The future ownership of the building would also need to be agreed.
- 4.5 The Youth Zone model requires revenue of over £800,000 a year. Onside guarantee a contribution of £600,000 for the first three years and the Council would need to contribute £200,000. There would need to be consideration of how much of the existing youth service grants should be allocated to the Youth Zone and how much should be available for grants to other providers. For example if £100,000 was allocated to the Youth Zone and £300,000 to other providers then this would leave an additional £100,000 to secure for the first three years. There may be a contribution to revenue costs available through the Youth Investment Fund.
- 4.6 Other services for young people, such as sexual health, substance misuse, preventing criminal/sexual exploitation, mental health and youth employment specialists could be hosted in and made available to young people within the Youth Zone.
- 4.7 After three years the Onside £600k per annum revenue contribution would come to an end, leaving this amount as a possible annual shortfall. Established Youth Zones have managed to either retain their current donors or recruit new ones. This would be a risk for the Council.
- 4.8 Significant investment in the central area would need to be balanced with ensuring that young people from across the city could access services based in the Youth Zone. Young people may prefer to access services in their local area.

Alternative approaches

- 4.9 An alternative option may be for the Council to work with BYC to develop a central youth hub without Onside as a partner. In this model the Council could work alongside the Centre to provide a central youth hub that would provide traditional youth services and targeted services for young people across the city;

including those funded by the Council. There would be less revenue and capital funding in the short term but the model might be easier to sustain. It might be possible to attract additional funding from local businesses and possibly from the Youth Investment Fund depending on the Fund's published access criteria.

- 4.10 Another alternative would be to continue to support and develop a network of youth centres across the city and apply for capital from the Youth Investment Fund to refurbish more than one building to ensure that young people can access youth services in their local area.
- 4.11 There is also the option to do nothing other than retain the current commissioning process and BYC to attempt to secure alternative funding for refurbishing their building.

5. COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 Brighton Youth Centre hosted an initial consultation event with young people in February 2019 in partnership with Onside. The workshop looked at what the possibilities were for a new youth centre and what young people would want to include in its design.
- 5.2 Further consultation events will be arranged with young people, led by the Council's Youth Wise group, and all existing youth providers.

6. CONCLUSION

- 6.1 To proceed with a review of the provision of youth services across the city including the option of an Onside Youth Zone.

7. FINANCIAL & OTHER IMPLICATIONS

Financial Implications:

- 7.1 The current revenue budget information and the allocation of funding is detailed within paragraphs 3.3 to 3.6.
- 7.2 There are a number of options summarised within the report with potentially significantly differing financial implications. Any capital and continuing revenue commitments borne by the Council from the options outlined will need to be evaluated and value for money ascertained to ensure financial risks are minimised. The key areas to be explored are:
- How any capital outlay will be funded, in particular whether unsupported borrowing will be required
 - Is the cost of assets reasonable compared with the benefits that will be derived; what will be the future value of any assets held by the Council following investment
 - How to ensure long term sustainability of the revenue funding required for the service.

Finance Officer Consulted: David Ellis

Date: 06/12/19

Legal Implications:

- 7.3 Section 507b of the Education Act 1996 places a specific duty on the Council to secure 'as far as reasonably practicable' sufficient educational and recreational activities for the improvement of young people's well-being, and sufficient facilities for such activities. Young people are defined as those aged 13-19 and those with learning difficulties to age 24.
- 7.4 Statutory Guidance for Local Authorities on Services and Activities to Improve Young People's Well-being issued in 2012 clarifies that it is not prescribed which services and activities for young people local authorities should fund or deliver or to what level. Local authorities are responsible for securing, so far as is reasonably practicable, a local offer that is sufficient to meet local needs and improve young people's well-being and personal and social development. They should strive to secure the best possible local offer within available resources. Under the guidance it is for local authorities to determine the mix of open access, targeted, preventative and specialist provision needed to meet local needs and how to integrate all services around young people and decide what facilities are needed and how to make these available and accessible, wherever possible maximising the utilisation and potential of all local partners' assets.

Lawyer Consulted: Natasha Watson Date: 2.01.2020

Equalities Implications:

- 7.5 An Equality Impact Assessment has been completed for the commissioned youth services. The Youth Grant funding includes funding for three equality organisations including LGBTU, BME and disabilities. Equalities considerations will be considered in the review of services.

SUPPORTING DOCUMENTATION

Appendices:

Summary of services for young people

Documents in Members' Rooms: None **Background Documents:** None

