

To: City Executive Board

Date: 12th September 2012

Report of: Director Community Services

Title of Report: IMPLEMENTATION OF THE COUNCIL'S YOUTH AMBITION PROGRAMME

Summary and Recommendations

Purpose of report: Present options for the use of Oxford City Council's budget to fund the Council's Youth Ambition Programme.

Key decision? No

Executive lead member: Cllr Steve Curran

Policy Framework: Council's Corporate Plan and Budget

Recommendation(s):

- 1) It is recommended that the City Executive Board:
 - a) Note the analysis in this report of current local provision, the delivery options and means to bring in additional external funding, and
 - b) Agree that for the remainder of 2012/13 the Youth Ambition Programme funding be committed broadly on the basis of
 - i) Up to 14 sessions each week to be delivered through the City Council's Positive Futures Team focused on those areas of greatest need and lowest relative provision where there is currently no viable alternative provider
 - ii) An £50k being made available to support by grants open access sessions delivered by other suitable providers for the remainder of this year
 - iii) The remainder of funding for 2012/13 to be retained in a Youth Ambition Fund available to support bids to external funders to provide positive activities for young people in the Council's priority areas and other areas of relative deprivation
 - iv) Request that the Director of Community Services produces a strategy for the development of the Council's Youth Ambition Programme with appropriate objectives and targets.
 - v) In future years the balance of spending to be agreed following a detailed service planning exercise with a view to maximising the overall impact of the programme with the emphasis to be on supporting others to develop and deliver services to meet the objectives and targets of the Youth Ambition Programme

- vi) Delegate to the Director of Community Services authority to approve:
- The detailed allocation of funding in line with the above proposals
 - The grant criteria and any applications
 - Future years detailed budget allocations
- All of the above in consultation with the Board Member for Young People, Education and Community Development and a cross party Youth Ambition reference group.

Appendices to report

- 1: Extract from 2012-16 Corporate Plan – “Improving Youth Provision”
- 2: Mapping of Open Access youth work provision in Oxford
- 3: Youth Ambition Risk Register
- 4: Youth Ambition Equalities Impact Assessment

1.0 Background

- 1.1** The Council’s budget 2012/13 makes two major investments in the future of young people in the city particularly in the more deprived areas. The first is the ambitious programme to support educational attainment. The second is to expand the funding available to support positive activities for young people and present a Youth Ambition Programme for the city.
- 1.2** The council’s budget from 2012-13 includes an additional recurring £240k commitment to support positive activities for young people. The aims of this funding are set out in the Corporate Plan, the relevant section of which is reproduced in Appendix 1.
- 1.3** The County Council has recently re-focused its youth services resources on its duty to provide support on those young people in the greatest need. Other County Councils have already retreated to a position where this is all that they will provide. We can expect this trend to continue.
- 1.4** In this context and bearing in mind the City Council’s ambitions new models and methods of delivery need to be found to support the needs of young people, particularly those who for some reason do not engage with “mainstream” activities.
- 1.5** If we are to avoid simply replacing the general “open access” youth work previously provided by the County Council, new means need to be established to better integrate support for young people with our broader programmes of community development and cultural, sport and leisure activities. The County Council still provides some open access provision in areas of highest need in the city.
- 1.6** This reorientation will take time to bring about and we need to support existing structures during the transition to a youth ambition programme which is integrated with the wider work of the City Council and its partners and which draws additional resources into the city.
- 1.7** This report reviews the options available and choices for the allocation of this budget in the short term, based on the following core principles:
 - a) Avoid duplication of existing services
 - b) Complement service provision by others

- c) Respond to local need
- d) Provide value for money through identifying the most appropriate mechanism for delivery
- e) Ensure local stakeholders and young people continue to be involved in identifying changing or emerging needs.

2.0 “Youth Service” provision

- 2.1** There are broadly two types of traditional youth work provision: Open Access and Targeted.
- 2.2** Open Access sessions provide a safe environment for young people to meet, learn and enjoy a variety of activities. Provision is usually split between 8-12 year-olds and 13-19 year-olds. These sessions are open to all.
- 2.3** Targeted sessions are for young people who are specifically referred to an activity due to a specific need they have. Only those young people referred to the session can attend, their suitability being assessed prior to commencing the sessions.
- 2.4** Both are provided by statutory bodies such as the County Council and the City Council (through its existing Positive Futures programme) and by others through voluntary or charitable action.
- 2.5** Such youth service provision is complemented by a range of other services that have shared outcomes with the “youth” services and typically involve arts, cultural, sports or leisure opportunities for young people.
- 2.6** The existing Positive Futures Programme and the services provided by the County Council provide a relatively strong network of targeted services in the city and therefore this report focuses on broader open access opportunities provision in the city.

3.0 Mapping current youth work provision

- 3.1** To gain a more complete understanding of the level of provision across the city a mapping exercise of Open Access youth provision has been carried out. The exercise included the local youth partnerships that have recently been set up across the city to coordinate the provision of youth activities in their neighbourhoods.
- 3.2** The Early Intervention Hubs, provided by the County Council came into being in 2011 as part of the county council’s Early Intervention Service (EIS). The focus is on an integrated approach to Targeted youth work and Open Access provision in priority areas. A commitment was made to provide the same level of Open Access sessions that had existed prior to the restructure in the Hub and Satellite areas. Whilst the pattern of provision has no doubt changed, there are differences of opinion as to whether provision “on the ground” has been maintained. These centres, operated by the County Council, are listed below:

East Oxford, Union Street	Hub
Littlemore, The Oxford Academy	Hub
Blackbird Leys Youth Centre	Satellite
Rose Hill Youth Centre	Satellite
Barton Youth Centre	Satellite
Riverside Centre	Satellite

- 3.3** Hubs are defined as centres where the EIS teams are based and deliver a large amount of their targeted and open access activities from. Satellites are operational bases where some Targeted and Open Access sessions are delivered but staff are not permanently based there.
- 3.4** In February 2011 the County Council introduced a £600k Big Society Fund for communities to bid for start-up funding for community projects that would benefit their areas. The initial applications contained many bids in support of youth activities and this led to continued provision in Wood Farm and Littlemore. In these two areas local community organisations received funds from the Big Society Fund and commissioned the Positive Futures Team to deliver the sessions on their behalf.
- 3.5** The fund is continuing in 2012-13 but will be administered in a different way. Each County Council Councillor will receive £10k to allocate to local community projects through their Councillor Community Budgets Programme. Through a process of application and criteria assessment, it will be the decision of the local County Councillor as to where they decide to spend their allocation.
- 3.6** Appendix 2 shows the level of Open Access provision across the city, including current Positive Futures sessions, the Holiday Activities Programme, Street Sports activities and sessions delivered by the Hubs and Satellites.
- 3.7** It becomes apparent that the focus of the Hubs on providing more targeted provision has left some gaps in services. The purpose of the Big Society Fund is to fill the gaps in areas with no Hubs or Satellites. However, the mapping exercise highlights there are gaps in local provision, a summary of provision in the six Hubs and Satellite areas is shown below. The table shows current provision by the County Council through its hubs and satellites with an indication of their view as to where additional sessions funded through the City Council's Youth Ambition Programme would complement their provision. We believe that based on an assessment of greatest need these should be considered areas for the allocation of funding.

	Current	Potential
Barton	<ul style="list-style-type: none"> • Open Access for the younger age range • Older group sessions off the estate 	<ul style="list-style-type: none"> • Suitable for additional Open Access sessions for the older age group
Blackbird Leys	<ul style="list-style-type: none"> • Open Access and target sessions from the Youth Centre and local Community Development Initiative and faith groups delivering programmes 	<ul style="list-style-type: none"> • Due to the size of the area it would be a suitable area for additional Open Access provision.
Rose Hill	<ul style="list-style-type: none"> • Younger age group session. • Low number currently accessing older age group Open Access. 	<ul style="list-style-type: none"> • Suitable for additional Open Access sessions.
Littlemore	<ul style="list-style-type: none"> • One session per week for each age group, based on Big Society. Sustainability under threat. 	<ul style="list-style-type: none"> • Suitable for additional Open Access sessions.
East Oxford	<ul style="list-style-type: none"> • Junior Open Access sessions. • Local organisation provides targeted Holiday activities. 	<ul style="list-style-type: none"> • Suitable for additional sessions, in partnership with a local provider.
Wood Farm	<ul style="list-style-type: none"> • One session per week for upper age group. Based on Big Society funding. Sustainability under threat 	<ul style="list-style-type: none"> • Suitable for additional Open Access sessions.
Riverside	<ul style="list-style-type: none"> • A centre for outdoor activities that can be hired. No Open Access activities are provided. 	<ul style="list-style-type: none"> • Suitable for additional Open Access sessions.

4.0 Options for investment

4.1 The City Council's existing Positive Futures Programme is currently Targeted provision, focused primarily on community safety issues. One option is to build on our Positive Futures experience to provide broader youth services.

However, this is a new area of operation for the council and there are risks associated with rapidly expanding the existing operation to potentially double its existing size without consideration for where the Youth Ambition programme is going longer term. To run in house a successful programme that provides open access sessions twice a week in a large number of sites in the city would quickly exhaust the allocated budget. A lower risk strategy is to balance in house provision in areas where there is no viable alternative with grant aiding suitable voluntary groups where there is.

- 4.2** There are a large and constantly shifting number of youth work and youth activity providers in the City. The number of local community groups, faith groups and national bodies involved in this sector is an indication of the value the residents of Oxford place on their young people's futures. Some of these local organisations are funded to provide our Holiday Activities Programme. Monitoring and Evaluation processes are in place to assess their value for money based on the cost per young person accessing the programme and the outcomes achieved. This then informs future funding allocations. An option is therefore to grant fund these organisations to provide more Open Access sessions.
- 4.3** The third broad option is around other services such as leisure and sports and arts and culture who provide activities for young people that can be targeted to areas of greatest need and lowest provision.

4.4 These options are summarised below:

1 – Expand City Council direct provision into open access youth work	2 – Grant aid additional Open Access sessions provided by suitable alternative voluntary organisations.	3 – Use funding to match fund bids to bring in additional funding for activities for young people.
Pros	Pros	Pros
<ul style="list-style-type: none"> • Local sessions to complement existing provision. • Builds on experience of Positive futures team • In house provision provides direct control over quality and risks • Strong youth engagement focus by providing role models and broad youth work activities. • Maintains current form of open access sessions for the time being 	<ul style="list-style-type: none"> • Local sessions to complement existing provision. • Strong youth engagement focus by providing role models and broad youth work activities. • Opportunity to draw in match funding or benefit in kind • Supports local voluntary sector and development of communities • Maintains current form of open access sessions for the time being 	<ul style="list-style-type: none"> • Significant additional funding brought into the programme • Drives improved coordination of Council’s offer and partnership working • Opportunity to introduce new local sports and arts involvement schemes in priority areas. • Overall greater provision
Cons	Cons	Cons
<ul style="list-style-type: none"> • Potential withdrawal of services by existing providers • Could be limited to traditional “youth” work • May prove expensive compared with voluntary sector provision 	<ul style="list-style-type: none"> • Potential withdrawal of services by existing providers • Could be limited to traditional “youth” work • Lack of direct control of quality and risk 	<ul style="list-style-type: none"> • Need to ensure that supports prioritize for youth engagement and development • Dependent upon grant criteria and timetables

5.0 This section reviews what is available in terms of major external funding from the two principal funding bodies

5.1 Sport England Match Funding

5.1.1 With the completion of the Olympic Games, Sport England has launched a new strategy which is focused on getting young people who do not participate in sports at all to adopt positive and active lifestyles. The strategy places £1 billion up for bids for match funding over the next five years.

5.1.2 An innovation likely to be of most interest to the City Council is the proposal to commission “doorstep clubs” in the most deprived communities in the country to introduce sustainable activities to young people in those areas. The activities go far beyond traditional sports and cover everything from street dance to schemes such as our innovative, award-winning and, most

importantly, popular with young people, three on three basketball league. There is currently considerable overlap with some of the activities provided by both the Positive Futures and Sports Development teams and we should follow this opportunity to secure external funding and remove internal duplication.

- 5.1.3** The City Council now has a strong reputation with Sport England and initial signs are good that we would attract significant early funding to demonstrate the doorstep club concept.

5.2 Arts Council England Match Funding

5.2.1 There is the possibility of obtaining external funding to support arts and cultural activities focused on the development of young people. Community based schemes will often fare well through Grants for the Arts, especially if they can evidence delivery to people in places with low arts and cultural engagement. Arts Council England is particularly interested in projects linking arts organisations with museums and libraries. Local authorities and other arts organisations can apply for this and we, with our partners, are in a strong position to bid.

5.2.2 There are also opportunities for “cultural” learning and development from the Henley Review and we could potentially deliver community based projects under this agenda, as there are going to be given substantial funds available to and deliver activity based on the recommendations of this review.

6.0 Proposal

6.1 In a full year all of the City council’s budget would be consumed on just 20 sessions per week spread across the City if we simply went for an in house replacement youth service.

6.2 It is appropriate to see how we can make this money go further and how we can utilise it to support local voluntary action and draw in external funding to expand the programme and we develop the Youth Ambition programme. The two principal source of external funding are grant aiding on a match funding or in kind basis with other local providers and match funded bids to major external funders such as Sport England and the Arts Council England.

6.3 In certain priority areas of the city alternative suitable providers are not evident and it seems appropriate to move to direct provision in those areas where we can build economies of scale through operating along side of our existing Positive Futures Programme whilst we build capacity in those areas. We should keep structures and commitments as flexible as possible so that we could switch to more cost effective solutions as and when they arise.

6.4 The proposal for the remainder of this first year is therefore that the City Council should aim to provide an initial programme of up to 14 sessions a week leaving funding for grants to other providers and funding to put to match funded bids. These sessions would be prioritised on those areas of greatest need, lowest provision and the absence of an potential alternative provider.

6.5 In a full year this pattern would leave approximately £60k per annum for grant funding and bid activities the majority of which would be required to grant fund

local providers to fill the priority gaps in service identified elsewhere in this report. If we are to extend this form of activity in future years to ensure that we support provision in the Council's priority areas and other pockets of deprivation around the city the direct provision by the city council would have to be significantly reduced.

- 6.6** However, in this year as the sessions will start being provided later in the year there is a potential under spend that could be drawn into a fund for use when making match funded bids. In this year that fund would be approximately £130k which would be attractive to the major external funders in bringing substantial programmes to the city.
- 6.7** There is of course the alternative approach of simply taking a one off saving in this year.
- 6.8** This report does not deal with specific areas for investment other than noting the importance of the Council's priority areas and the existence of other pockets of relative deprivation that may need attention. It is proposed to decide the detailed allocation after the City Executive Board have established the broad framework. Young people will be involved in the process via the recently established Young Peoples' Partnerships and through existing provision. We shall also consult existing providers, the County Council and in particular the secondary schools in the city who will understand local need and be involved in existing provision.
- 6.9** Delegation to officers is proposed to speed up the detailed decision making process however members will be closely involved through the board member and the involvement of a cross party reference group which has been involved in steering this report to the City Executive Board.

7.0 Conclusion

- 7.1** The Council has made a substantial budget available to progress the Council's Youth Ambition Programme. The aim of this report is to steer that investment to maximise the impact of that budget. In the medium term it is proposed that the majority of the funding would be targeted to grant funding and match funded bidding. However, in this initial transition year there is a need for direct provision by the City Council.
- 7.2** It is not unreasonable to think that by taking the course proposed herein that we could see the overall funding for the programme double in the next 2-3 years with all the beneficial impacts that would bring.
- 7.3** Having set the overall direction and resources available for the programme it is important to document the management of performance of the programme and ensure that all contributions across the organisation and by external providers are aligned to maximise intended impact.
- 7.4** This is a new area of work for the city Council and it will be important each year to go through a detailed service planning process looking optimising the spend on direct provision, grant aided activities and match funded bidding.

8.0 Level of risk

8.1 See risk register in Appendix 3

9.0 Climate change / environmental impact

9.1 The environmental impact of the scheme is minimal. In the summer external facilities will be used whenever possible. The environmental impact through the use of buildings to run sessions in is minimal.

10.0 Equalities impact

10.1 See initial Equality Impact Assessment in Appendix 4. The implementation of this Youth Ambition Programme should have a positive impact and this will be an aspect of the monitoring of the success of the programme.

11.0 Financial implications

11.1 The financial implications are detailed in the report. The Council has allocated £240k for youth activities in 2012-13.

12.0 Legal Implications

12.1 The Council has the power to implement the activities indicated in this report.

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List of background papers: None

Version number: 3

Appendix 1: Extract from 2012-16 Corporate Plan – “Improving Youth Provision”

Improving youth provision

Encouraging young people to take part in sport is a key part of our programme to improve youth provision.

Sport cuts across social boundaries, improves health, offers positive activities that help to reduce antisocial behaviour and also improves well-being and educational attainment. Young people who are active have numeracy scores on average 8% higher than non-participants according to the Culture and Sport Evidence programme research (July 2010). We have worked hard to develop a broad leisure offering, which has resulted in Oxford having one of the most significant increases in adult participation nationally over recent years. Unfortunately, when last measured in 2009, Oxford had the lowest percentage of physically active children with just 26.74%; the national average is 55.1%.

We have allocated £33,000 per year over the next three years to enable more effective use of Oxford City Council leisure facilities by local schools. We have also allocated £28,000 per year over four years to ensure that young people have the opportunity to access free swimming. This investment will add to the current 50 hours of free swimming that we currently provide. It will create a targeted, means-tested programme for those who are unable to swim and those who are unable to afford standard lessons. We are working with Fusion Lifestyle, Oxford City Swimming Club, and the amateur swimming association (ASA) to help to create a programme that maximises the benefit of this investment.

There is an increasing need to deliver other high-quality activities for young people in the city as youth unemployment grows. We are also allocating £240,000 per year for four years to provide support in areas of the city where changes to youth provision have had the greatest detrimental impact.

We will be working with our partners to offer a wider range of activities that reflect the interests of young people and at the same time provide them with the skills and confidence to access educational, employment and training opportunities. We will also provide specific interventions for those in greater need.

Creating integrated provision – including culture, sport and community activities – for young people who are at risk of becoming socially marginalised is at the heart of the City Council’s approach to building safer communities. We will continue to work with partners to provide free holiday activities for up to 1,200 young people between the ages of 5 and 19. This Positive Activities programme has included Street Sports as well as a summer holiday programme with 3v3 basketball sessions and targeted free swimming sessions. We will be working closely with the schools in order to integrate their in-house facilities with City Council managed playgrounds, leisure centres, sports fields and parks.

Source: Investing in Oxford’s Future: Corporate Plan 2012-16, p.22;
<http://www.oxford.gov.uk/Library/Documents/Council/Corporate%20Plan%202012-16.pdf>

Appendix 2: Mapping of Open Access youth work provision in Oxford

Area	Street Sports (Summer only)	Holidays Activities	Positive Futures	County Council	Other/Voluntary Sector youth partners
The Leys	Sat 5.30-7.30pm Fry's Hill	July/Aug 2012 Mon-Fri: Summer Programme 12-7pm Reactive Programme 5.30-8.30pm	Saturday Football 5-8:30pm OCFC	Universal Open Access – BBL 13-18 year olds -3 times per week. One girls' session, one young carers' session.	Leys CDI Faith Based Groups Community Centre Others
Barton	Sat 2-4pm Barton Thurs 5.30-7.30pm	July/Aug 2012 Mon-Fri: Summer Programme 12-7pm Reactive Programme 5.30-8.30pm		Open Access for younger children – very positive.	Youth Partners Meeting
Rose Hill	Mon 5.30-7.30pm	July/Aug 2012 Mon-Fri: Summer Programme 12-7pm Reactive Programme 5.30-8.30pm	Saturday Football 5-8:30pm OCFC Thursday Rose Hill Junior Youth Club 4.30-6pm RHJYC - Sports session at TOA 3:30 - 5:30 Every other Tues	Universal Open Access (improving quality low numbers) 8-12 and 13-19 year sessions, four days per week.	Greensquare
Wood Farm	Wood Farm Tues 5.30-7.30pm	July/Aug 2012 Mon-Fri: Summer Programme 12-7pm Reactive Programme 5.30-8.30pm	Wednesday Wood Farm Youth Club 6-8pm		School Youth Club Committee

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Northway	Mon 2-4pm Fri 5.30-7.30pm	Reactive Programme 5.30-8.30pm	Saturday Football 5-8:30pm OCFC		Boxing Academy Mon-Thurs 4-7pm Saxon Centre
Cowley/East Oxford	Mon 9th July 3.30- 8.30pm South Park Weds 2-4pm Regal Fri 2-4pm Holloway Weds 5.30- 7.30pm Holloway	Reactive Programme 5.30- 8.30pm		Successful junior open access	Youth Partners Meeting
Littlemore		July/Aug 2012 Mon-Fri: Summer Programme 12-7pm Reactive Programme 5.30- 8.30pm	Saturday Football 5- 8:30pm OCFC Monday Littlemore Youth Club 7-9pm New Horizons Junior Club Wed 5- 6:30pm		Youth Partners Meeting Parish Council
Risinghurst		July/Aug 2012 Mon-Fri: Summer Programme 12-7pm Reactive Programme 5.30-8.30pm	Saturday Football 5-8:30pm OCFC		
North Oxford	Tues 2-4pm Cutteslowe	Reactive Programme 5.30-8.30pm			Youth Partners Meeting Wolvercote Young People's Club

Bold items – externally funded by local groups