Shropshire Equality and Social Inclusion Impact Assessment (ESIIA) Shropshire Council Part 1 ESIIA: initial screening and assessment

Name of service change

Local Commissioning of Youth Activities: proposals for consultation on changes to the funding of targeted geographical provision

27 11 14

Updated 22 06 15

Updated 10 10 16

Updated 11 10 17

Aims of the service change and description

Introduction

At its meeting on 28th June 2017, the Young People's Scrutiny Committee heard feedback from a Task and Finish Group and confirmed the positive impact of youth work - universal and targeted - and recommend that the Council, pending further review in the context of wider Early Help provision, continues to provide on-going support for:

- Universal provision for voluntary, uniformed and faith groups provided through a contract with Shropshire youth Association and energize, our "infrastructure support provider partner"
- 2. Geographically targeted support for the provision of youth activities that meet identifiable local need, existing and potential provided via "locally commissioned activities"
- 3. Thematically targeted support for the provision of youth activities that meet identifiable need includes support for Special Needs Groups, LGBT group, Young Carers, etc., and merges into specialist early help services

Since Scrutiny confirmed a number of recommendations, the Council has reiterated the need to make significant budget cuts. This ESIIA supports the 18th October 2017 Cabinet report and is mainly concerned with proposals to introduce a revised funding formula and to limit funding to the Local Joint Committee (LJC) areas with the greatest need, from April 2018.

Subject to Cabinet approval, we propose to consult on these proposals, prior to returning to Cabinet with final recommendations.

Summary of proposals

Proposals are based on a simplified "funding formula", local intelligence and understanding and a desire to support local sustainable provision free from direct Council support in recognition of the ongoing financial pressures.

Working on the basis of a reduction to the existing budget from £234,950 to £135,000 (i.e. 43%) the six LJC areas with the greatest identified needs – Shrewsbury, Market Drayton, Oswestry, Bridgnorth, Whitchurch and Ludlow - would be allocated funding. This compares with eighteen LJC areas currently receiving funding. The reduction in the number of LJC areas receiving funding results from the proposed removal of rurality funding from 12 existing LJCs, and the refocussing of resources to the main market towns where the needs are greatest.

This is summarised below.

Local Joint Committee Area (in descending order of needs score)	Rurality Funding 2014	2014	Funding	Fundi 2018		
		Needs funding	No of youth clubs supported	score		needs funding £
Partner delivery commissioned by Shropshire Council						
Shrewsbury		$\sqrt{}$	7	15.1%		45,000
Market Drayton		$\sqrt{}$	2	6.6%	2	18,000
Oswestry		\checkmark	4	6.0%	2	18,000
Bridgnorth, Worfield, Alveley and Claverley	$\sqrt{}$	$\sqrt{}$	2	5.6%	2	18,000
Whitchurch		$\sqrt{}$	2	5.1%	2	18,000
Ludlow and Clee area			2	5.0%	2	18,000
Community provision supported by the Shropshire Youth Association						
Wem and Shawbury	V	$\sqrt{}$	2	4.6%		
Craven Arms and Rural	V			4.1%		
Bishop's Castle, Chirbury, Worthen and Clun	V			3.0%		
Ellesmere	$\sqrt{}$			3.9%		
Gobowen, Selattyn, St Martin's, and Weston Rhyn		$\sqrt{}$	3	3.9%		
Longden, Ford, Rea Valley and Loton	$\sqrt{}$	$\sqrt{}$	2	3.8%		
Shifnal and Sheriffhales				3.4%		
Five Perry Parishes				3.3%		
Broseley and Rural				3.2%		
Tern and Severn Valley	$\sqrt{}$			3.2%		
St Oswald				3.1%		
Albrighton				3.1%		
Strettondale and Burnell	√			3.0%		
Highley and Brown Clee	$\sqrt{}$			2.8%		
Cleobury and Rural	$\sqrt{}$			2.5%		
Much Wenlock and Shipton	$\sqrt{}$			2.4%		
Bayston Hill				2.4%		
Total funding						135,000

Local Joint Committees in the six main market towns will continue to advise on the details of commissioned provision based on their local knowledge of need.

The Council is committed to supporting the development of sustainable youth activity provision free, where possible, from direct Council financial support. This reflects the ongoing challenging financial

context. It also provides the best chance for the long-term provision of youth activities to be embedded within the local community, using the resources of that community.

The Council will continue to fund the Shropshire Youth Association and Energize to provide proactive support to youth clubs across Shropshire. We recognise this as being crucial to the long-term sustainability of an active and dynamic voluntary community sector.

Background to proposals

In 2015 Shropshire Council (the Council) changed the way that it delivers group activities for young people aged 10 to 19 years old (25 for young people with learning difficulties) moving away from direct delivery to commissioning services.

Funding was provided to 18 (out of 23) LJCs based on a formula that calculated the areas of greatest need and rural isolation.

Geographically targeted support is delivered via a **local commissioning** approach. LJCs, together with young people and supported by the Community Enablement Team, are responsible for making commissioning recommendations. LJCs base their recommendations on a consideration of a local needs, an understanding of existing youth provision, conversations with young people and stakeholders, and their local knowledge. Community Enablement Team officers support LJCs with this work and are responsible for procuring youth activity within the Councils' Constitution and Contract and Financial Rules.

Since the new model was introduced over 90 separate awards have been made to over 70 different providers. Awards range from small grants of less than £200, for example, for the purchase of equipment by community groups, to large contracts to established youth activity providers.

Commissioned youth activities respond to the local needs of young people and are not intended to "substitute" for community provision, which is supported by the Council's Infrastructure Support Provider partner, the Shropshire Youth Association and Energize. Over 120 clubs are affiliated to the Shropshire Youth Association and receive a wide range of support. Further details can be found at: http://www.sya.org.uk/

The Council's Medium Term Financial Strategy agreed by full Council on 25th February 2016 confirmed the requirement to make 50% saving to the budget for targeted youth activity provision, £234,950, from 2017/18 onwards, leaving an available budget of £117,475 per annum.

Subsequent to this, Cabinet recommended at its meeting on the 19th October 2016 that funding should be maintained at its current level, and that the Young People's Scrutiny Committee should review proposals for the future commissioning of youth activities.

Intended audiences and target groups for the service change

The following points underpin the Council's approach to the commissioning of youth activities:

- As a local authority, Shropshire Council has a duty to secure, so far as reasonably practicable, equality of access for all young people to the positive, preventative and early help that they need to improve their well-being.
- The Council must also take steps to gain the views of young people and to take them into account in making decisions about services and activities for them.
- The Council's aim is to ensure that as many young people as possible can access a wide range of activities after school, at weekends and in school holidays. These activities are known collectively as Youth Activities and their purpose is to support young people's well-being, development of personal and social education and preparation for adulthood.

- Supporting early help and early prevention is a key driver for the Council. Support for youth
 activities as a "universal offer" alongside more targeted support for young people with particular
 needs underpins the Council's approach to commissioning support for young people. Youth
 Activities are part of Shropshire's Early Help Offer for young people.
 Visit: http://new.shropshire.gov.uk/early-help/practitioners/the-early-help-offer-provision-of-
- The provision of youth activities will contribute to the following outcome areas in the Shropshire's Children, Young People and Families Plan 2014:
 - 1. Ensuring all Children & Young People are safe and well looked after in a supportive environment
 - 2. Narrowing the achievement gap in education & work
 - 3. Ensuring emotional wellbeing of Children & Young People by focusing on prevention and early intervention
 - 4. Keeping more Children & Young People healthy and reducing health inequalities Visit: https://shropshire.gov.uk/media/1216935/Shropshire-CYPF-Plan-2014.pdf

Summary of principal target groups:

early-help-services/

- Young people aged between 10 to 19, and up to their 25th birthday if they have learning difficulties
- Young people, identified through a review of local evidence and the knowledge of LJC
 members and stakeholders, whose needs are not fully catered for by "mainstream" provision,
 through the voluntary sector or by other means, and who may benefit from "targeted youth
 worker support".
- The parents, carers and families of young people
- Positive activity providers, and their workers and volunteers delivering activities

Summary of other target groups:

- LJC Shropshire Council members & Town / Parish Council members
- Other council services supporting children & families
- Partner organisations supporting children & families
- Pre-school, school and further education providers
- The wider voluntary and community sector
- The wider business community

Evidence used for screening of the service change

Eight measures were confirmed by Cabinet in December 2014 to calculate an index of specific youth related need for each LJC. A further measure, the number of 10-19 year olds per square mile, was used to determine a specific rurality contribution, allocated separately to the calculation described above.

At its meeting on 19th October 2016 Cabinet recommended that proposals for the future commissioning of youth activities – universal support, geographically targeted support and thematically targeted support - should be reviewed by the Young People's Scrutiny Committee.

A Task & Finish Group of the Young People's Scrutiny Committee met three times and heard a variety of evidence from Local Joint Committees (LJCs), youth activity providers, youth forums, the Council's Infrastructure Support Provider partner, neighbouring local authorities, potential "partner organisations" and others.

At its meeting on 28th June 2017 Scrutiny confirmed proposals to introduce a revised and simplified funding formula based on two measures, calculated for individual LJC areas:

- Young people aged 10 to 19 years old in receipt of Free School Meals
- The relative number of 10 to 19 year olds in a LJC area

Free School Meals is an established proxy measure for deprivation and is correlated with a range of needs; it is for, example, used by the Department for Education to calculate Pupil Premium levels for schools. The number of 10 to 19 year older children allows for population size differences in individual LJC areas.

In making proposals for allocating funding from April 2018 and establishing the value of the total funding pot, the Council has considered:

- On-going pressures on the Council's budget, and the requirement set out within the Councils Medium Term Financial Strategy to make a 50% saving to the budget allocated for targeted youth activity provision.
- Where the evidence shows that the need for funding in support of better outcomes for potentially vulnerable young people is the greatest; we propose to provide funding to LJC areas with a need score greater than 5.0%.
- How many youth clubs / activities the Council should be supporting and where Council support to create and sustain local activity is most needed.
- The actual cost, based on our experience, for providing fully staffed youth clubs.
- The Council's commitment to supporting the development of sustainable youth activity provision free, where possible, from direct Council financial support.

The proposed measures no longer make specific reference to rurality, although it is recognised that Shropshire is a sparsely populated and predominantly rural large county. The county has just under one person per hectare (0.96 persons; 310,000 population; source ONS mid year estimates 2014), for an area covering 319,736 hectares. Around 35% of Shropshire's population lives in villages, hamlets and dwellings dispersed throughout the countryside. The remainder live in one of the 17 market towns and key centres of varying size, including Ludlow in the south and Oswestry in the north, or in Shrewsbury, the central county town

There are significant logistical challenges in commissioning and providing services over such a large, rural geography. The Council and its partners, including Town and Parish Councils, other public bodies and the voluntary and community sector, work hard to maintain and improve the services that communities need. However, the reality is that getting to and from services, facilities, youth clubs, leisure pursuits, and places of work or study, can be very difficult with only a few major road routes, some of which are at risk of flooding; limited public transport; and the nature of the often hilly terrain.

Whilst the intention was for rurality funding in support of the provision of youth activities to correlate with need, in recognition of rural isolation issues for young people, the evidence of impact is thin on the ground. Funding that went to the following rural LJC areas (which under the proposals outlined here will no longer receive a funding allocation) was used to support a range of activities including:

- Cleobury Mortimer Purchase of tents for girl guides; support for the "Battle of the Bands event; clean up and barbecue event at Cleobury Park; and support for activities at a youth drop in centre
- Highley Support for holiday activities at the Severn Centre; purchase of equipment for the football and cricket clubs; and support with training and equipment purchase for a Friday event youth club
- Much Wenlock & Broseley Support for the Broseley Youth Partnership to run a weekly youth club; support for the Broseley Scouts to run a residential adventure activity; support for young people activities at the Much Wenlock Festival and the Much Wenlock Poetry Festival; and support for the Shropshire Handball Foundation to provide a sporting activities festival
- Strettondale Over 15 small grants to a wide variety of existing local organisations including Condover Parish Youth Club, St Laurence's Church after school club, Cardington Kidz Club, Church Stretton Cricket Club, Dorrington Young Farmers Club, Long Mynd Archers, Church Stretton Samurai RFC, Church Stretton School, etc. Grants were used to support the purchase of equipment and to help clubs put on activities.

- St Oswald & Llanymynech Over 10 small grants to established youth clubs including Llanymynech Youth Club, TNS, Knockin and District Youth Club, Chloe Elizabeth Dance Company, Llanymynech Guides, Knockin and Kinnerley Cricket Club, Moreton Minors and Oswestry Sports Forum. Grants were used to support the purchase of equipment and to help clubs put on activities
- Tern & Severn Valley Support for the establishment of new youth clubs at Berrington and Bomere; and support for the establishment of a tennis training wall at Cound and District Tennis Club
- Craven Arms Over grants provided to six providers including to grow cook learn to provide a
 girls youth club and the Craven Arms Area Youth Group working with the South Shropshire
 Youth Forum to provide holiday activities.
- Bishops Castle Support provided to Bucknell Parish Council to establish a new youth club, and to other providers to purchase equipment and to provide activities such as boys dance and a music performance
- Ellesmere Support for Ramped to provide skate ramps within Ellesmere Market Hall

Under the proposals outlined here funding would be restricted to the six main LJC areas with the greatest need. Funding that went to the following LJC areas with identified additional need (which under the proposals outlined here will no longer receive a funding allocation) was used to support a range of activities including:

- Wem & Shawbury establishment of a new, now independent, youth club in Shawbury, and to Wem Youth Forum to provide a youth club in Wem
- Gobowen, Selattyn, St Martin's & Weston Rhyn Support to TNS to work with a number of partners to provide youth clubs and activities in Gobowen, St Martin's & Weston Rhyn.
- Longden, Ford, Rea Valley & Loton Support for the establishment of new clubs in Minsterley and Westbury; and ongoing provision supported by Hanwood, Ford and Nesscliffe Parish Councils.

In the development of specific local youth commissioning proposals LJC's supported by their local Community Enablement Team Officers, will continue, as appropriate, to :

- a. Take advice from Councils Infrastructure Support provider, Shropshire Youth Association & Energize
- b. Examine a range of evidence and facts
- c. Consider existing youth activity provision
- d. Consider the outcomes of previous consultations with young people
- e. Meet with existing providers and potential future providers
- f. Meet with young people within existing youth club and school settings
- g. Conduct surveys of young people
- h. Communicate their finding and commissioning recommendations at public meetings

Specific consultation and engagement with intended audiences and target groups for the service change

In developing its original approach to the local commissioning model, Shropshire Council conducted a specific consultation with stakeholders over an 11-week period in **January to March 2014**. The aim of the consultation was to seek feedback on the proposed model of commissioning.

A formal public consultation on specific proposals for youth activity provision within individual LJC areas and to changes to previously Council directly managed youth clubs ran for a six-week period from 11th May to 22nd June 2015.

Following proposals to reduce the available budget by 50% from April 2017 LJCs (local Members and town and parish council members) were consulted on proposed funding allocations from the **summer to 30**th **September 2016.** The consultation generated a number of comments, including concern that there had been no consultation on the proposed change to criteria used to allocate funding.

In practice, the 50% budget cut proposals did not take place at that time.

The aim now is to consult on the recommendations made to Cabinet to (1) simplify the needs funding formula and (2) to allocate funding to the six LJCs with the greatest need (representing a 43% budget cut).

Should additional needs funding proposals emerge during the consultation, or other comment about the likely impact on children and young people in Protected Characteristic groupings, these will be considered in order to further inform the development of the proposed approach.

We propose to run a six-week consultation based around an online survey. We will particularly target consultation at clubs that might be potentially at risk of closure. Audiences and approaches will include:

- Young people and their parents and carers attending youth clubs supported by the Council. The survey will be promoted to young people through youth clubs and social media
- Providers delivering youth clubs supported by the Council.
- Local Joint Committees and Shropshire Council Members and town and parish councils. Publicise via SALC bulletin and direct email to Council members
- Council officers involved in commissioning and delivery of services for children and young people in Shropshire
- Voluntary and community sector youth clubs. Publicise via SYA newsletter
- "Partner" organisations with an interest in the benefits of youth provision including CCG, P&C Commissioner, etc.

Potential impact on Protected Characteristic groups and on social inclusion Guidance notes on how to carry out the initial assessment

Using the results of evidence gathering and specific consultation and engagement, please consider how the service change as proposed may affect people within the nine Protected Characteristic groups and people at risk of social exclusion.

- 1. Have the intended audiences and target groups been consulted about:
- their current needs and aspirations and what is important to them;
- the potential impact of this service change on them, whether positive or negative, intended or unintended;
- the potential barriers they may face.
- 2. If the intended audience and target groups have not been consulted directly, have representatives been consulted, or people with specialist knowledge, or research explored?
- 3. Have other stakeholder groups and secondary groups, for example carers of service users, been explored in terms of potential unintended impacts?
- 4. Are there systems set up to:
- monitor the impact, positive or negative, intended or intended, for all the different groups;
- enable open feedback and suggestions from a variety of audiences through a variety of methods.

- 5. Are there any Human Rights implications? For example, is there a breach of one or more of the human rights of an individual or group?
- 6. Will the service change as proposed have a positive or negative impact on fostering good relations?
- 7. Will the service change as proposed have a positive or negative impact on social inclusion?

Guidance on what a negative impact might look like

High	Significant potential impact, risk of exposure, history of complaints, no mitigating
Negative	measures in place or no evidence available: urgent need for consultation with
	customers, general public, workforce
Medium	Some potential impact, some mitigating measures in place but no evidence
Negative	available how effective they are: would be beneficial to consult with customers,
	general public, workforce
Low	Almost bordering on non-relevance to the ESIIA process (heavily legislation led,
Negative	very little discretion can be exercised, limited public facing aspect, national policy
	affecting degree of local impact possible)

Initial assessment for each group

Please rate the impact that you perceive the service change is likely to have on a group, through inserting a tick in the relevant column.

Protected Characteristic groups and other groups in Shropshire	High negative impact Part Two ESIIA required	High positive impact Part One ESIIA required	Medium positive or negative impact Part One ESIIA required	Low positive or negative impact Part One ESIIA required
Age (please include children, young people, people of working age, older people. Some people may belong to more than one group eg young person with disability)				Provision is for young people aged 10 – 19 (25 with learning difficulties). Within this range, there may be activities that are aimed at specific age ranges (e.g. older teenagers) and this will be determined by local circumstances and needs. Some potential negative impact on young people in areas not receiving funding or receiving reduced funding. Youth club closures could result. SYA and Energize are commissioned by Shropshire Council to provide support to the voluntary sector to provide youth. Alongside this Community Development Officers will continue to support the development of local community groups to access funding
Disability (please include: mental health conditions and syndromes including autism; physical disabilities or				Provision is for young people aged 10 – 19 (25 with learning difficulties). Specifically, activity is geared towards meeting the needs of young

impairments; learning disabilities; Multiple Sclerosis; cancer; HIV)		people whose needs are not fully catered for by mainstream provision, through the voluntary sector or by other means" and who may benefit from "targeted youth worker support". Some potential negative impact on young people in areas not receiving funding or receiving reduced funding. Youth club closures could result. The Council will continue to provide specialist support for young people with additional learning and physical needs: Smile, Monkmoor Big Time Club, Harlescott Who, Bridgnorth Additionally the Local Offer brings together in a single information, services, and resources for children and young people aged 0-25 with special educational needs and / or disabilities (SEND), their families, and the practitioners who support them. The Council commissions the Short Breaks programme, which forms part of the Local Offer, to a variety of
Gender re-assignment (please include associated aspects: safety, caring responsibility, potential for bullying and harassment) Marriage and Civil		Some potential negative impact on young people in areas not receiving funding or receiving reduced funding. Youth club closures could result. No young people will be excluded on the basis of their gender. Some youth club groups may, however, be single sex groups. Note that the Council will continue to provide specialist activities for young people within the LGBT group in Shrewsbury. This group meets once a month and attracts support from across the county. Additionally the local commissioning of youth activities is able to respond to identified local LGBT needs, for example an LGBT group has recently been set up in the Marches School.
Marriage and Civil Partnership (please include associated aspects: caring		IV/A

Some potential negative impact on young people in areas not receiving funding or receiving reduced funding. Youth club closures could result.
No young people will be excluded on the basis of pregnancy or being a parent, where an activity does not compromise their health & safety.
The service does not provide childcare, which may prevent young parents from accessing.
Some potential negative impact on young people in areas not receiving funding or receiving reduced funding. Youth club closures could result.
No young people will be excluded on the basis of race.
Some potential negative impact on young people in areas not receiving funding or receiving reduced funding. Youth club closures could result.
No young people will be excluded on the basis of their religion or belief.
Some potential negative impact on young people in areas not receiving funding or receiving reduced funding. Youth club closures could result.
No young people will be excluded on the basis of their gender. Exceptions may apply where group activities are specifically designed for boys or girls.
Some potential negative impact on young people in areas not receiving funding or receiving reduced funding. Youth club closures could result.
No young people will be excluded on the basis of their sexual orientation.
Note that the Council will continue to provide specialist activities for young people within the LGBT group in Shrewsbury. This group meets once a month and attracts support from across the county.

		Additionally the local commissioning of youth activities is able to respond to identified local LGBT needs, for example an LGBT group has recently been set up across the county.
Other: Social Inclusion (please include families and friends with caring responsibilities; people with health inequalities; households in poverty; refugees and asylum seekers; rural communities; people you consider to be vulnerable)	Being a you carer may prevent a y person from participation Having child care responsibili may prever young pers from participating Rurality ma prevent you people from accessing activities. Poverty ma prevent you people from accessing activities.	sexual exploitation (CSE) are now acknowledged as a vulnerable group. While this approach does not prevent this group accessing youth activities, there is an opportunity for youth providers to raise awareness of CSE and to be able to refer to relevant support when needed. The use of local resources and existing volunteers will result in cost effective provision and build "community resilience". The infrastructure support provider can advise community based providers on building their capacity to work with volunteers. This has the potential to help young people access activities.

Decision, review and monitoring

Decision	Yes	No
Part One ESIIA Only?	$\sqrt{}$	
Proceed to Part Two Full		
Report?		\checkmark

If Part One, please now use the boxes below and sign off at the foot of the page. If Part Two, please move on to the full report stage.

Actions to mitigate negative impact or enhance positive impact of the service change

Limiting funding to fewer areas than previously has the potential to result in negative impact to young people in areas where funding is withdrawn or significantly reduced.

Most funding to date outside the areas of greatest need has been directed at existing youth clubs and has, for example, provided some additional support with the purchase of equipment or on putting on additional activities.

However, we recognise that funding has been used to establish new clubs at, for example, Minsterley, Westbury, Gobowen and Weston Rhyn, and that these clubs could be at risk of closure.

The consultation on the proposals for geographical support, linked to ongoing engagement on the overall approach towards youth commissioning, will provide valuable feedback on the likely impact on

young people in Protected Characteristic groupings, and will further help and inform the development of locality working approaches.

The Council will continue to engage an "infrastructure support provider", the Shropshire Youth Association (working with energize), to support the development of safe and effective voluntary sector providers.

Alongside the infrastructure support provider, Community Enablement Team Officers will continue to support local youth clubs to access funding and provide sustainable delivery. Some transitional funding support may be available depending on individual local circumstances.

Actions to review and monitor the impact of the service change

- Evaluation and review of the ESIIA to incorporate feedback from the proposed consultation and any changes to the anticipated likely impacts of the proposed service change.
- Feedback from young people and their families and providers as part of the review process.
- Consideration of the use of social media to gain further feedback from the general population and children and young people in Shropshire.
- Ongoing evaluation of the local commissioning of youth activities, providing opportunity for continuous improvement and ensuring mitigation of any negative impact.
- Ongoing monitoring at a local level by LJCs and Community Enablement Team Officers of provider contracts and grants and of outcome targets.
- Management information from the infrastructure support provider on the number of clubs supported, nature of support, etc.
- Research into good practice at sub-regional and national level, including support to young people and their families living in rural areas.

Scrutiny at Part One screening stage

People involved	Signatures	Date
Lead officer carrying out the	Need A. Wilcel.	11 October 2017
screening	Very A. Oval Cer.	
Neil Willcox, Locality		
Commissioning Manager		
Any internal support		
Any external support		17 August 2017
Mrs Lois Dale	Lisis Dule	
Rurality & Equalities		
Specialist		
Head of service		
Neil Willcox, Locality		
Commissioning Manager		

Sign off at Part One screening stage

Name	Signatures	Date
Neil Willcox	Need A. Wilal.	11 October 2017