

# EDUCATION FOR LIFE SCRUTINY COMMITTEE - 18TH SEPTEMBER 2014

SUBJECT: CAERPHILLY YOUTH SERVICE MEDIUM TERM FINANCIAL PLAN 2015/17

- ITEMS FOR CONSIDERATION

REPORT BY: ACTING DEPUTY CHIEF EXECUTIVE

### 1. PURPOSE OF REPORT

1.1 To consider Medium Term Financial (MTFP) contributions from Caerphilly County Borough Youth Service in accordance with the Cabinet report – next stages of MTFP – 2015/2016 and 2016/17 dated 16 April 2014.

### 2. SUMMARY

- 2.1 The Medium-Term Financial Plan (MTFP) agreed by Council on the 26<sup>th</sup> February 2014 identified an estimated savings requirement of £6.5m for 2015/16 and £6.9m for 2016/17. This was based on an indicative reduction in Welsh Government (WG) funding of 1.34% for 2015/16 and, in the absence of further guidance from WG, an assumed reduction of a further 1.34% for 2016/17.
- 2.2 The budget strategy agreed by Council for 2015/16 and 2016/17 is currently being taken forward via two main strands. The first of these is further savings proposals for Members to consider in respect of up to 3% efficiency savings. These efficiency targets require savings of circa £5m and will be applied to those statutory and essential services that the Authority has to deliver. The second stand of the agreed budget strategy is a review of discretionary services, including those areas of statutory provision where delivery exceeds the minimum required levels, with a view to identifying savings proposals totalling over £8m.
- 2.3 This report outlines savings options for the Council's Youth Service to support the agreed budget strategy.
- 2.4 Members of the Education for Life Scrutiny Committee will be aware of the letter from the Minister for Local Government on the 24<sup>th</sup> June 2014 informing Local Authorities that due to a range of emerging cost pressures, particularly in the NHS, further significant reductions in the Local Government financial settlement are now anticipated for 2015/16 and beyond. This has serious consequences as WG is now asking Local Authorities to consider how they would respond to funding reductions of up to 4.5%. A report was presented to Cabinet in the 16<sup>th</sup> July 2014, which identified that a cut in WG funding of 3% would increase the required savings for 2015/16 and 2016/17 from the current planning figure of £13.4m to £22.2m. A cut of 4.5% will increase the savings target to £30.1m. A further report will be presented to Cabinet early in the autumn when the position has been examined in more detail.

- 2.5 Five options for the future delivery of the Council's Youth Service form the basis of this report to Scrutiny Members. The options put forward are as follows:-
  - (1) Maintain Present Youth Service Network 'as is' but undertake £77,900 efficiency savings status quo option.
  - (2) Council withdraws from delivery of Youth Service provision and saves £1,588,570 No service option.
  - (3) Council withdraws the additional Youth Service allocation in 2013/14 to provide youth provision throughout the year and save £100,000 Reduced network option.
  - (4) Council withdraws delivery of the Connecting Communities Service and saves £93,546 Alternative delivery option.
  - (5) Council withdraws 17 youth club provision and saves £206,755 Reduced network option.
- 2.6 Each option noted in 2.5 above takes account of the other areas of possible Youth Service savings identified in the list of efficiencies detailed in section 4.4 below.

#### 3. LINKS TO STRATEGY

- 3.1 The report links directly to the 'Learning' section of the Single Integrated Plan for Caerphilly, linking into the L1 Improve the level of basic skills and the number of achieved qualifications (formal and non-formal) to improve the life opportunities for families, L2 Develop a multi-agency approach to address the impact of poverty on pupil attainment, and L3 Children, young people and families have the skills and resources to access job opportunities.
- 3.2 All proposals directly deliver the Welsh Government National Youth Service Strategy 2014-2018 and Youth Engagement and Progression Framework.
- 3.3 The United Nations Convention on the Rights of the Child and Welsh Government Extending Entitlement Guidance in terms of ensuring opportunities for young people to participate and influence the development of services.

### 4. THE REPORT

### 4.1 Background

- 4.1.1 The statutory Youth Service in Caerphilly currently engages over 7,800 young people predominantly between the ages of 10 to 19 which is equivalent to 20% of the youth population. Youth provision is managed and delivered by 31 full-time and 200 part-time staff, operating in up to 100 different locations, 27 of which are premises that house youth centre and club provision.
- 4.1.2 The core Youth Service budget is £1,588,570 and the following table provides a financial summary on how this is allocated.

	Funding Element	Budget
1	Full time staff	£578,525
2	Part Time staff	£741,610
3	Premises	£193,645
4	Resources	£74,790
Total		£1,588,570

4.1.3 The Youth Service budget is extensively matched to secure external funding from a wide range of sources which include Community First, Family First and Welsh Government which total

£1,296,513. The following table provides a financial summary of current allocation together with the timescales for delivery.

	Source	Budget	Timescale
1	Community First	£591,946	2013 - 2015
2	Youth Crime Prevention	£54,000	2013 - 2015
3	Family First	£492,001	2013 - 2015
4	Welsh Government Youth Work Strategy Grant	£158,566	2013 - 2019
Total		£1,296,513	

All local authorities are required to provide a Youth Service but the Welsh Government does not specify the extent of provision. Caerphilly Youth Service therefore utilise the above core and external sources innovatively to provide a broad and progressive range of youth work methods in response to young people needs. The Service is also delivered through an extensive partnership structure to maximise expertise and avoid duplication.

- 4.2 The County Borough Youth Service has prepared five possible options for Members to consider and comment on.
- 4.3 Each option has been carefully considered to offer the best economic case for future Youth Service provision within the broader context of the Council's Medium Term Financial Plan.
  - Option 1 Maintain Present Youth Service Network 'as is' but undertake £77,900 efficiency savings status quo option.
  - Option 2: Council withdraws from delivery of Youth Service provision and saves £1,588,570 No service option.
  - Option 3: Council withdraws the additional Youth Service allocation in 2013/14 to provide youth provision throughout the year and save £100,000 Reduced network option.
  - Option 4: Council withdraws delivery of the Connecting Communities Service and saves £93,546 alternative delivery option.
  - Option 5: Council withdraws 17 youth club provision and saves £206,755 Reduced network option.
- 4.4 In addition to the options detailed Members should note that there is a list of possible efficiencies under consideration. These include:

	Possible Efficiency Area	2015-16	2016/17	Total
1	Use of Premises formula revised –	£5,000		£5,000
	Bedwas			
2	Use of Premises formula revised –	£7,000		£7,000
	Blackwood			
3	Use of Premises formula revised – St	£4,000		£4,000
	Cenydd			
4	Closure of premises – Fleur De Lys	£4,400		£4,400
5	Part Time Manager – Resigned	£7,500		£7,500
6	Allocation to GAVO for Summer Play		£50,000	£50,000
	and Youth activities			
	Total	£27,900	£50,000	£77,900

### 4.5 Youth Service Options

# 4.5.1 To maintain Present Delivery (status quo)

	Budget Title	Option 1 Maintain Present Youth Service Network 'as is' but undertake £77,900 efficiency savings – status quo option.
1	Savings(£):	The core Youth Service budget is £1,588,570 and is extensively matched to other funding sources from Community First, Family First and Welsh Government funding £1,296,513. This budget provides a platform for the development of a broad and progressive range of youth work methods which are delivered through an extensive partnership structure.
		The statutory Youth Service in Caerphilly currently engages over 7,800 young people predominantly between the ages of 10 to 19 which is equivalent to 20% of the youth population.
		Those already identified in the list of possible efficiency savings for 2015/17 MTFP (4.4) = £77,900
	Financial Year(s):	2015/17
	Comment:	Option 1: Deliver efficiency savings which do not affect the front line delivery of the Youth Service and ensure best value use of resources and ability to match to partnership or external funding.
		This option will:  • Ensure minimal impact on front line delivery and ensure the continued number of young people engaged and benefiting from youth work intervention.
	Cost to implement	
	Staff Costs:	None
	Resource Costs:	None
	Additional Costs:	None
	Timeframe to implement	
	Consultation:	In line with the efficiency savings recoded in 4.4:
		Consult Headteachers of 3 schools on the revise use of premises formula.
		Consult Asset Management on the closure of the Fleur De Lys building
	Statutory Process:	
	Risk of Implementation	
	Not achieving:	Least challenging option, elements partly achieved and have a minimum impact on front line delivery.
	Savings:	Savings can be realised within the timescales noted – elements are

	already in place.
Timeframe:	Achievable by March 2015
HR Implications	
Redundancy:	N/A
Redeployment:	N/A
Redirected Resource:	N/A
Other Options/Issues:	
Benefits:	Ability to maintain current provision Ability to deliver the National Youth Service Strategy and continue to respond to the Extending Entitlement Guidance. Ability to deliver the Caerphilly Youth Service Strategy 2014/19 Ability to increase the numbers of young people engaged by the Youth Service to reduce the barriers to learning and aid school achievement Ability to contribute to the reduction of anti social behaviour Ability to contribute to the reduction of youth crime Ability to reduce the numbers of young people at risk or who are NEET

### 4.5.2 To withdraw from delivering Youth Service Provision

2	Budget Title	Option 2 Council withdraws from delivery of Youth Service provision and saves £1,588,570 - No service option.
	Savings(£):	£1,588,570
	Financial Year(s):	2016/17
	Comment:	Complete withdrawal of Youth Service and back office support.
	Cost to implement	
	Staff Costs:	Whole service staffing saving and impact of significant redundancy costs will be developed should this option be the preferred one.
	Resource Costs:	Whole service closure administration and consultation costs would be significant, including potential legal fees associated with any High Court challenge and the requirement to fund the service withdrawal and personnel changes.
	Additional Costs:	Impact on young people, partner services, staff and support services (HR/Finance/IT etc).
		Grant claw back of £1,296,513 for funding received from:
		Communities First £645,946

Families First £492,001 Welsh Government £158,566 Costs of closure to key Youth Centre premises: 1. Aberbargoed 2. Crosskeys 3. Crumlin 4. Rhymney 5. Risca Costs of withdrawing youth provision from the following Leisure Centre premises: 1. Heolddu 2. New Tredegar Costs of withdrawal from school premises: 1. Bedwas 2. Blackwood 3. Pantside 4. St Cenydd 5. Ynysddu Costs of withdrawal from Community Centres: 1. Abertyswg 2. Cefn Hengoed 3. Deri 4. Fochriw 5. Graig Yr Rhacca 6. Lansbury Park 7. Llanbradach 8. Machen 9. Penllwyn 10. Tyn Y Wern Costs of withdrawal from Voluntary Sector premises Bargoed YMCA 2. Trinant 3. Ystrad Mynach Boys and Girls Club Other contractual obligations that may have a material cost and include the Council's contribution to the voluntary sector – Urdd Gobaith Cymru. Time frame to Implement Consultation: Detailed consultations in line with the Council's Constitution and Extending Entitlement requirement for a statutory Youth Service. Consultees will include young people, staff, unions, public, Elected Members, Town and Community Councils, Community Partnerships, Partner organisations. **Statutory Process:** Full Service withdrawal would contravene the Extending Entitlement requirement for all authorities to provide a Youth Service. Difficult to

	determine the nature of any legal or government led challenge to a full service closure as no Welsh local authority has undertaken this action to date.
Risk of Implementation	
Not achieving:	Closure of whole service could lead to the Authority being required to pay a neighbouring service or the voluntary sector to take on this role or have the function administered by Welsh Government appointed consultants at a cost to the Borough.
	This withdrawal would involve the closure of all provision many of which are in highly deprived areas.
	Inability to deliver the statutory responsibility to provide a Youth Service Inability to deliver the Welsh Government National Youth Service Strategy and respond to the Extending Entitlement Guidance Inability to deliver the Youth Service Strategy 2014-2019 Potential increase in anti social behaviour Potential increase in youth crime
	Potential increase in youth crime  Potential increase in drug and alcohol abuse  Potential increase in numbers of young people becoming NEET
Savings:	£1,588,570 (though the cost of implementation, redeploy, decommission and pay back monies are likely to result in significant costs up front to the Borough).
Timeframe:	12-18 months to fully realise – subject to any legal challenges that may occur.
	£1,588K (though the cost to implement, redeploy, decommission and pay back grant monies are likely to result in significant costs up front to the Borough)
HR Implications	
Redundancy:	Whole service staffing saving and impact of significant redundancy costs will be developed should this option be the preferred one.
Redeployment:	
Redirected Resource:	N/A if no service remains. If WG or neighbouring LA take over the service there would be a requirement to retain some or all of the present staffing insitu.
Other Options/Issues:	
0.1101 0 p.10110/100000	Most significant and high profile damage might occur if this option were implemented. Total service closure
Benefits:	Ability to meet MTFP required savings

4.5.3 To withdraw the additional budget for the Youth Service that was provided in 2013/14.

3	Budget Title	Option 3 Council withdraws the additional Youth Service allocation in 2013/14 to provide youth provision throughout the year and save £100,000 - Reduced network option.
	Savings(£):	£100,000
	Financial Year:	2015/16
	Comment:	Withdraw the additional funding allocated by Members in 2013/14.
		Could be considered alongside elements of savings from option 4 and/or 5.
	Cost to implement	
	Staff Costs: Resource Costs: Additional Costs:	This reduction would reduce the part time staff contracts from 45 weeks to 30 weeks. This would include both centre/club based and outreach youth workers and impact on the following:
		Inability to deliver the summer programme Inability to upgrade premises Inability to provide additional resources to expand the youth work curriculum in the following centres and clubs
		Centre and Clubs  1. Abertyswg 2. Cefn Hengoed 3. Crosskeys 4. Crumlin 5. Fochriw 6. Lansbury 7. Pantside 8. Penllwyn 9. Risca 10. Tyn Y Wern 11. Ynysddu
		Outreach and Detached  1. Aberbargoed  2. Abercarn  3. Bedwas  4. Blackwood  5. Caerphilly town centre  6. Cwmcarn  7. Nelson  8. Phillipstown  9. Senghenydd
		The Update Report on the Youth Service Strategy will be presented to Members on the 23 <sup>rd</sup> September.
	Time frame to Implement	
	Consultation:	Detailed consultations in line with the Council's Constitution
		Consultees will include young people, staff, unions, public, Elected Members, Town and Community Councils, Community Partnerships, Partner organisations.

	Statutory Process:	All local authorities are required to provide a Youth Service but the Welsh Government does not specify the extent of provision. The closure of this provision would not therefore negate our statutory responsibility.
	Risk of Implementation	
	Not achieving:	Inability to deliver the Council priority as identified in the Improvement Plan (IO3)
		Closure of key centres, clubs and withdrawal of the outreach service would have an impact on communities throughout the Borough.
		Inability to deliver the Youth Service Strategy 2014-2019 fully Potential increase in anti social behaviour Potential increase in youth crime Potential increase in drug and alcohol abuse Potential increase in numbers of young people becoming NEET
	Savings:	Savings can be realised within the timescales noted.
	Timeframe:	Achievable by March 2015
	IID beedle stiene	
	HR Implications	Don't time a staff assistance to any instead to staff any the support of the
	Redundancy:	Part time staff contracts are issued to staff on the onset of the academic term. The summer employment is in addition to this and will not incur redundancy costs.
	Redeployment:	N/A
	Redirected Resource:	N/A
-	Other Options/Issues:	
	Benefits:	Ability to meet MTFP required savings Maintain the statutory function to provide a Youth Service. Ability to deliver the Welsh Government National Youth Service Strategy and respond to the Extending Entitlement Guidance Ability to partly deliver the Caerphilly Youth Service Strategy 2014- 2019

### 4.5.4 To withdraw the delivery of the Connecting Communities Service

4	Budget Title	Option 4 Council withdraws delivery of the Connecting Communities Service and saves £93,546 - alternative delivery option.
	Savings(£):	£93,546
	Financial Year(s):	2015/16
	Comment:	Complete withdrawal of Connecting Communities Service.
		The Connecting Communities Strategy (CCS) provides a framework

1	
	for working with both Primary and Secondary Schools throughout the Borough.
	The Connecting Communities budget is £93,546. This budget employs two full time members of staff to provide a platform for the development of a broad and progressive range of out of school hours learning for children, young people and adults.
	In 2013/14 a sum of £142,850 was generated for schools during the financial year. Schools utilise this additional funding to enhance the formal learning process and highly value the contribution from the two officers to achieve this.
	Could be considered alongside elements of savings from option 3 and/or 5.
Cost to implement Staff Costs:	Whole service staffing saving and impact of redundancy costs, two staff @ £45,523 = £91,046.
Resource Costs:	Mileage = £2,000 Office costs = £500
	Whole service closure.
	Impact on children, young people and adults, schools and partner services.
Additional Costs:	Potential risk of small grant claw back received from a wide range of funding sources if unspent by schools on intended programme. Connecting Communities Officers are very proactive in securing additional sources to fund out of school hours learning for children and young people.
Time frame to Implement	
Time frame to Implement	Detailed consultations in line with the Councille Constitution
Consultation:	Detailed consultations in line with the Council's Constitution.
	Consultees will include children, young people and adults, staff, schools, unions, public, Elected Members, Town and Community Councils, Community Partnerships, Partner organisations.
Statutory Process:	The Connecting Communities Service is not statutory provision.
Risk of Implementation	
Not achieving:	Closure of whole service would have reputational damage and
Not acineving.	affect the authority's ability to work closely with schools to enhance the formal learning process during out of school hours.
	Inability to deliver the Connecting Communities Strategy Potential increase in anti social behaviour Potential increase in youth crime
	Potential increase in youth cline Potential increase in drug and alcohol abuse Potential increase in numbers of young people becoming NEET
Savings:	£93,456 (though the cost of implementation, redeploy,

	decommission and pay back monies are likely to result in additional costs to the Borough).  Savings can be realised within the timescales noted.  Achievable by March 2016
Timeframe:	•
rimerrame:	12-18 months to fully realise.
HR Implications	
Redundancy:	2 Full time staff are highly likely to face redundancy and/or redeployment
Redeployment:	Current staff will be given full support in line with the CCBC redeployment process to secure alternative employment.
Redirected Resource:	
Other Options/Issues:	
Benefits:	Ability to meet MTFP required savings

# $4.5.5\,$ To maintain 9 Centres of Excellence but withdraw funding for 17 youth clubs.

5	Budget Title	Option 5 Council withdraws 17 youth club provision and saves £206,755 – Reduced network option.
	Savings(£):	Approximately £206,755 for part time staff but need to include loss of full time managers in line with this.
	Financial Year(s):	2016/17
	Comment:	This withdrawal would involve the closure of all small community based facilities many of which are in highly deprived areas. It would also reduce the numbers of young people engaged by the Youth Service significantly – potentially lower than 10% of the youth population compared to the current level of 20%.  A detailed criteria for identifying these facilities would need to be developed including an impact analysis on poverty and deprivation should Members wish to pursue this option.  Could be considered alongside elements of savings from option 3 and/or 4.
	Coat to implement	
	Cost to implement Staff Costs:	Staffing savings above and impact of redundancy costs which will be developed should this option be the preferred one.
	Resource Costs:	This would involve the closure of circa 60% of the current front line delivery.
	Additional Costs:	Impact on young people, partner services, staff and support services (HR/Finance/IT etc).
	Timeframe to implement	
	Consultation:	Detailed consultations in line with the Council's Constitution.

All local authorities are required to provide a Youth Service but th Welsh Government does not specify the extent of provision. The closure of this provision would not therefore negate our statutory responsibility.  The reduction of a large part of the service would have a signification impact on the Youth Service ability to engage young people.  Impaired ability to deliver the Youth Service Strategy 2014-2019 Potential increase in anti social behaviour
Impaired ability to deliver the Youth Service Strategy 2014-2019
impact on the Youth Service ability to engage young people.  Impaired ability to deliver the Youth Service Strategy 2014-2019
Potential increase in youth crime
Potential increase in drug and alcohol abuse Potential increase in numbers of young people becoming NEET
Approximately £206.755 for part time and full time staff (though the cost of implementation, redeploy, decommission and pay back monies are likely to result in significant costs up front to the Borough).
12-18 months to fully realise.
The redundancy costs will be developed should this option be the preferred one.
The significant reduction of part time staff would reduce the ability redeploy post holders.
Ability to meet MTFP required savings Maintain the statutory function to provide a Youth Service. Ability to partly deliver the Welsh Government National Youth Service Strategy and respond to the Extending Entitlement Guidance Ability to partly deliver the Caerphilly Youth Service Strategy 2014

### 5. EQUALITIES IMPLICATIONS

- 5.1 There are Equalities implications to options listed in Section 4 that must be recognized in order for proper consideration of the options to be made. It is likely that despite these issues, difficult decision will have to be made due to the current need to make such significant savings, however these implications must be recognized and understood as part of the process.
- 5.2 Any reduction in provision will potentially have a greater risk for those young people in minority groups in the community as service reductions could potentially increase their sense of isolation and vulnerability, by reducing their ability to interact with young people from different backgrounds.
- 5.3 Any wider consultation on service reductions will have to be made in line with the Council's approved Public Engagement Strategy and the guidance in the Equalities Consultation and Monitoring document to ensure that the views of those potentially affected are taken into account in the decision-making process.
- 5.4 The Youth Service demonstrates its contribution to the Council's Strategic Equality Objectives through targets, consultation and monitoring in the Youth Service Strategy, the Directorate's Service Improvement Plans and information provided for inclusion in the annual monitoring and improvement reports for Equalities and Welsh language to the relevant Commissions.

### 6. FINANCIAL IMPLICATIONS

6.1 The financial implications of each Youth Service Review option considered as part of this report have been noted where known at present in section 4 above. The full cost implications of the option, or options, that Members may wish to take forward will be prepared as part of the next stage in the process and included in a further report to Education for Life Scrutiny Committee and Cabinet in due course. To summarise at this stage the following indicative savings may be possible from each option outlined, subject to any redundancy / redeployment costs, and grant claw-back that may apply in certain cases:

Youth Service Review Option	Estimated level of saving	Possible additional financial pressures linked to this option
Option 1 – Maintain Present Youth Service Network 'as is'	£73,900	None the efficiency savings provided in 4.4 ensure minimum impact to front line delivery and costs.
Option 2 – Council withdraws from delivery of Youth Service provision – (No service)	£1,588,570	Redundancy/redeployment Service closure expense, legal fees, site decommissioning/demolition.  Welsh government clawback £1,296,513  Possible capital receipt(s) for any sites sold may offset some costs.
Option 3 – Additional Youth Service allocation withdrawn	£100,000	Reduced hours for part time staff at identified sites.

Option 4 – Council withdraws from delivering Connecting Communities provision – (No service)	£93,546	Redundancy/redeployment costs for two members of staff.
Option 5 – Council withdraws delivery of Youth Service provision in 17 youth clubs	£206,755	Redundancy/redeployment costs for part time staff at identified sites.

6.2 The anticipated general Medium Term Financial Plan efficiency savings required of the Youth Service, between 2015/17, are detailed in section 4.4 above and total £73,900k. These overarching savings have been incorporated into each of the five review proposals considered to ensure that the maximum efficiencies can be realised.

### 7. PERSONNEL IMPLICATIONS

7.1 A number of the Youth Service Review options outlined in section 4 of this report have significant personnel implications that will require detailed consideration, consultation and costing dependant on which proposals Members elect to take forward. The full HR implications of the option, or options, to be considered further will form a key part of future reports to Members as and when required.

### 8. CONSULTATIONS

8.1 The views of all Consultees listed have been incorporated in this report.

#### 9. **RECOMMENDATIONS**

9.1 That Education for Life Scrutiny Committee consider the Youth Service Review options detailed in this report and give their views.

### 10. REASONS FOR THE RECOMMENDATIONS

- 10.1 To ensure that Scrutiny Members' views are taken into account in the future budget setting process.
- 10.2 To ensure that the Scrutiny Committee are aware of the implications and potential benefits of each option.

### 11. STATUTORY POWERS

- 11.1 Extending Entitlement: supporting young people in Wales.
- 11.2 The Learning and Skills Act 2000. All local authorities are required to provide a Youth Service.
- 11.3 Local Government (Wales) Measure 2010, Equalities Act 2010 (Statutory Duties) (Wales)

Regulations 2011, Welsh Language Measure (Wales) 2011.

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