

TRAFFORD COUNCIL

Report to: Executive
Date: 29th October 2018
Report for: Decision
Report of: Cllr Catherine Hynes, Executive Member for Partnerships and Equalities

Report Title

Trafford Youth Services

Summary

This report provides information on work being undertaken to consider how we might deliver youth services differently in Trafford. It details:
the current services commissioned/funded;
the outcome of a review of Trafford Youth Trust; and
the next steps for the development of a youth offer in Trafford.

A further report on the proposal for the future of youth provision will follow in due course

Recommendation(s)

The Executive:

- **notes the position in relation to the current service provision for young people in Trafford;**
- **notes the work underway to develop a comprehensive proposal for the future delivery of youth services in Trafford.**
- **approves the proposed arrangements in relation to Trafford Youth Trust as set out in the report in particular;**
 - **the transfer of responsibility from Trafford Youth Trust to the Council for existing contracts and grant agreements and any other potential liabilities;**
 - **the cessation of any funding obligations on the part of the Council in relation to the Trafford Youth Trust;**
 - **that the Council enters into a Transfer Agreement with Trafford Youth Trust to formally transfer liabilities and funding as set out in the report.**
- **delegates authority to the Corporate Director for Governance and Community Strategy in consultation with the Acting Corporate Director for Children's' Services to agree the detailed terms of the proposed Transfer Agreement in accordance with the terms set out in the report;**

- delegates authority to the Corporate Director for Governance and Community Strategy to enter into the Transfer Agreement with the Trafford Youth Trust

Contact person for access to background papers and further information:

Name: Sharon Winn
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Background Papers: None

Relationship to Policy Framework/Corporate Priorities	Supports Council approach to prevention, early intervention and building strong and resilient communities; and to supporting youth service provision across the borough
Financial	The Trust has an annual budget of £280k provided by the Council per year to support Youth services and activities. This budget includes 1 FTE for a Chief Operating Officer. The development of the proposals will include a full financial evaluation
Legal Implications:	The immediate implications of this proposal are that it will be necessary to transfer the existing liabilities of the Trust to the Council under the terms of a Transfer Agreement as set out in this report. Existing contracts will need to be novated to the Council. Due to the status of the Youth Trust as a Community Interest Company (CIC), its assets are subject to an asset lock and can therefore only be used for purposes similar to those of the CIC. As the shape of the future proposals become clearer there may be further legal implications arising from those proposals.
Equality/Diversity Implications	The intention is to continue to support the high level objectives of the Youth Trust
Sustainability Implications	The review has identified a lack of resilience in current model. The development of new proposals will provide an opportunity to address issues of sustainability.
Resource Implications e.g. Staffing / ICT / Assets	The dissolution of the Trust will have an impact on Commissioning as they will now have to oversee the delivery of the ongoing contracts and projects. Commissioners and other officers are/will be engaged in considering how residual funds can be reinvested at a neighbourhood level in support of place-based delivery and at targeted youth provision Additional resource will be required in the short

	term to progress the action plan.
Risk Management Implications	N/a
Health & Wellbeing Implications	N/a
Health and Safety Implications	N/a

1. Background

- 1.1 In 2015, there was a review across a series of children and young people’s services in Trafford which included the children’s centres and the youth service. The result of this was a consolidation of Trafford’s Youth Service footprint and the creation of the Trafford Youth Trust (“TYT”).
- 1.2 TYT was set up as a Community Interest Company in March 2016 with the objective of ‘raising the aspirations of the youth of Trafford by co-ordinating and promoting a youth offer’. A Board was appointed and TYT has successfully funded a number of projects across Trafford to this end.
- 1.3 However, the changing landscape of youth provision in the Borough provided the rationale for a review of the impact of the TYT and its role going forward. At the same time a comprehensive review of youth provision was proposed to consider alternative provision which would more effectively meet the needs of Trafford young people and provide value for money for the TYT budget.
- 1.4 This review will identify how well the revised models of 2015 have met the needs of young people in Trafford; with a particular reference to changes in demand and how well we have considered the young person’s journey in accessing support. The project will explore whether the current model is fit for purpose in terms of requirements for current and future integrated working; expected performance and outcomes; and providing value for money and consider whether an alternative model could better meet the demands of Trafford’s young people, and provide a series of options to consider going forward;
- 1.5 The principle objectives of the review will be to provide:-
- A more integrated service which centres around the needs of the young person;
 - Earlier identification of vulnerable young people who will be able to receive support in a universal setting and with more targeted support if required;
 - The ability to build a clearer picture of need at the outset so the planned outcome will be ‘right first time’;
 - More young people and families contributing to shaping their intervention plans
 - Greater support for young people across transition
 - Services that are more accessible, attractive and relevant

2. The existing Trafford Youth Offer

Targeted Youth Offer (Talk-Shop)

- 2.1 It is a priority for the Council to provide and enable youth services across the borough from universal provision to targeted support.
- 2.2 Trafford Council currently provides a comprehensive Targeted Youth Offer (TYO) for young people aged 11-19 years. The offer is delivered from the Talk Shop based at Waterside in Sale. Services delivered include Sexual Health, Children's Sexual Exploitation, and Missing from Home/Care, Connexions, and support for pregnant teenagers and young parents with a number of externally funded services complementing these.

Youth Offending Service (YOS)

- 2.3 In addition, Trafford Youth Offending Service (YOS) is the statutory service that works with young people who are at risk of or who have offended. It is principally funded by the Youth Justice Board. Some of these young people are on Orders, live at home, may be in care, in custody or are in Young Offenders Institutes. YOS works in close partnership with Courts, Police and Probation Services.

Trafford Youth Trust (TYT)

- 2.4 All youth services currently funded by the Trust have been mapped. They include such projects as:
 - Relationship Realities – run by Pulling Together Asian Women's Group, this project aims to increase self-confidence, self-esteem and increase knowledge and support with culturally sensitive issues (such as forced marriage)
 - Future Sounds Trafford – this project aims to increase employability skills, confidence, self-esteem and improve vocation skills such as event management and sound production
 - Speak Out Speak Now – run by TDAS, this project works with children and young people to increase their confidence and resilience in relation to relationship/ domestic abuse
 - Intence-City Project aims to decrease antisocial behaviour and reduce isolation and loneliness
- 2.5 Appendix 2 provides the full list of all contracts and grant agreements.

VCSE Youth Provision

2.6 Regarding the wider VCSE youth provision in the borough, we have a fair picture of this through the Partnerships and Communities and Commissioning teams, Thrive Trafford and the Trafford Service Directory but it is not 'officially' mapped and is an ever changing landscape. This provision is diverse, covers all areas of the borough and is not affected by any decisions about the Youth Trust.

3. Proposals for a Trafford Integrated Youth Offer (TIYO)

3.1 The Trafford Integrated Youth Offer project aims to identify the requirements for a rationalised Integrated Youth Offer from the existing YOS, TYT and Talk Shop services. The intention is that the future service will provide a broad spectrum of support for Trafford's young people ranging from low level universal and preventative services all the way to targeted, tailored support packages for those with higher needs making services more accessible, attractive and relevant. This will enable young people who, without help, are at future risk of further problems such as persistent missing from home episodes, ASB, school exclusion, or being exploited into organised crime; to make informed choices and maintain positive pathways.

3.2 The aim of the TIYO project is to understand the current service model for both Talk Shop and YOS. The project will review delivery against statutory requirements; finance; and cost effectiveness and if the services are meeting the health, social care and wellbeing needs of Trafford's young people. Furthermore interdependencies with other services will be considered, as the review needs to determine the early help approach taken by each service and how they fit with the overall approach to providing the right support, at the right time for our young people. In line with this, and integral to this work will be the voice of the young people. The review will consider how access and delivery of services feels from a young person's perspective.

3.3 It is anticipated this work will identify gaps in provision around support for vulnerable young people and that proposals will be developed in due course regarding how funding previously allocated to TYT might, in part, be reinvested at a neighbourhood level and at targeted youth provision to ensure that all available funding is put to best use for the benefit of young people in Trafford.

3.4 In considering the future grant giving programmes delivered by the Council using core Council funding, there is an intention to focus some of the funding on investing in youth services.

3.5 Further work is being carried out by Children's Services together with the Partnerships and Communities Service, to scope how the Council might resource and lead on youth engagement moving forward. This includes mapping the current Trafford Youth Engagement offer and activity across the borough.

4. Trafford Youth Trust

4.1 Each year the Council transfers funds of up to £280k to the Trust. This funding had previously been allocated to targeted youth support for some of our most vulnerable young people and not to universal youth services.

4.2 Since the establishment of the Trust, there have been a number of developing factors including:

- an increase of referrals to our young people's mentoring service
- an increase in ASB
- an increase in adolescents and their complexities entering the social care system
- emerging new issues such as child criminal exploitation
- the, yet unknown, impact of the mainstreaming of the Stronger Families programme into the OTR Place Based approach, which in the short to medium term will not operate fully across the whole borough.

4.3 The original thinking in 2016 was that an independent Trust would be able to attract external funding to support the youth sector. In reality this has proved challenging. Funders are more inclined to invest in places with higher overall levels of deprivation so the anticipated external funding has not materialised. Hotel Football gift about £15k pa through donations but that arrangement is with the council as part of a Section 111 agreement. To date the Council has passed this on to the Trust. This funding could continue to be invested in youth services.

4.4 There remains a strong range of universal youth provision across the borough outside TYT mainly provided through the VCSE.

4.5 It should also be noted that the funding currently transferred to the Trust is not sufficient to support a Council-run universal youth provision across the whole of Trafford.

4.6 There is also a programme of work underway through Public Health and Commissioning to review the Council's targeted youth offer (TYO) around issues like Child Sexual Exploitation, Child Criminal Exploitation; offending behaviour; sexual health and persistent missing from home and care. It is anticipated that this review will demonstrate unmet need and demand for targeted provision.

4.7 In the context of other Reform programmes and the Greater Manchester Strategy, resources should be driven to where they are most needed in order to

both reduce the demand on high cost services and work more quickly and effectively to reduce risk and support young people to make better choices and decisions.

5. Options for Trafford Youth Trust

5.1 A working group was established to consider the best way forward for the Trust. The Group identified the following options:

5.2 Option 1 – No change to current structure

5.3 The Youth Trust would continue to run in exactly the same way. A new Chief Operating Officer (COO) would be recruited and funding would continue as currently.

5.4 Option 2 – Dissolve the Trust and bring in-house.

5.5 This would include novating the current contracts and allowing them to run their course. The Youth Trust would need to be dissolved through Companies' House, with the agreement of the Board. Funds would return to Commissioning, outcomes from the Trust would be reviewed and a strategic needs assessment and agreement against a spending plan will be developed.

5.6 Option 3 – Continue to maintain the Trust as an independent entity; but with a partnership approach developed.

5.7 The legal entity could continue and the existing contracts would run their course, with supervision from Commissioning. Trafford Council would work with the Board to develop a more proactive relationship and support the Board to develop the monitoring aspects of contracts, so that better outcomes are secured for the young people of Trafford. A partnership arrangement would be developed to determine the additional projects for the year.

5.8 Funding would reduce for future years, but the Council would continue to work with the Board to support projects where external funding is obtained on a case by case basis.

5.9 Appendix 1 explores the advantages and disadvantages of all three options in further details

5.10 Based on the analysis undertaken, the preferred course of action would be to pursue Option 2. Discussions with the remaining members of the Trust Board have indicated that this would also be their preferred option on the basis that the Trust would be dissolved with all outstanding contracts and assets transferred back to the Council.

5.11 A statement from Councillor Western to this effect was agreed with the Trust Board and has been issued to all stakeholders.

6. Current Actions Regarding Trafford Youth Trust

- 6.1 Independent legal advice has been obtained, both on the Council's options around the Trust and as to how any proposal should be implemented, in order to ensure a smooth transition period. Their recommendations are that:
- A financial assessment is completed to determine the value of the transferring assets and outstanding commitments
 - A transfer agreement is prepared
 - On an agreed transfer date, all directors will resign from the Board. This will end their relationship and any liabilities associated with Trafford Youth Trust
 - All contracts are novated and all assets transferred back to the Council
 - Existing contracts and grants will run their course, to ensure continuity and effective monitoring of current service provision into 2019
 - Most of these services are funded to continue until the end of March 2019 so there will be no gap in service provision if the TYT responsibilities are transferred to the Council. Where contracts finish before March, we will look to extend provision subject to successful achievement of outcomes and funding.
 - The Council will take on all liabilities, (known and unknown) capped to the value of the assets.
- 6.2 The asset lock of the CIC means that monies are ring fenced as defined in the original act of entrustment. The asset lock applies until the end date for the original act of entrustment which was for two years up to January 2019.
- 6.3 There are two options for the closure of TYT. The first is complete liquidation which would however incur significant legal costs.
- 6.4 Alternatively once the proposed Transfer agreement is signed, TYT can simply lie dormant until such a point that either the Council or Companies House seek to remove TYT from the Company records. During the dormant period, two Council officers would be nominated as Directors in order to oversee any issues arising or any ongoing liabilities.
- 6.5 It is also recommended that additional short term commissioning resource (3 months) is recruited and paid for from the transferred assets to ensure that transferred contracts and grants are monitored and that the Council's liabilities are met.
- 6.6 Under the Transfer Agreement the Parties will agree that TYT will transfer its activities, rights, assets, contracts and liabilities to the Council.

Reasons for Recommendation

To enable the Council to take over the management of existing TYT contracts whilst the Council carries out a full review of the provision of services for young people in Trafford with a view to the development of an integrated youth offer.

Other options – are as set out in paragraph 5 of the report

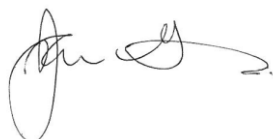
Key Decision (as defined in the Constitution): yes

Reports will not be accepted without completion of the following section - THE EXECUTIVE MEMBER AND DIRECTOR MUST CLEAR ALL REPORTS before they are sent to Democratic Services.

Finance Officer Clearance GB

Legal Officer Clearance JL

[CORPORATE] DIRECTOR'S SIGNATURE

A handwritten signature in black ink, appearing to be 'J. L.', written in a cursive style.

To confirm that the Financial and Legal Implications have been considered and the Executive Member has cleared the report.

Appendix 1

Options	Advantages	Disadvantages/ Risks
<p>Option 1 – No change</p>	<ul style="list-style-type: none"> • Recipients of contracts and grants have continuity • Young people have continuity in regards to the services delivered through TYT • A CIC has access to external funding 	<ul style="list-style-type: none"> • No visible control for Council on how money is spent • Landscape has changed since the Trust started with ASB and other youth related issues rising in Trafford, which the Trust's current activity is not addressing. • Resource would still be required (to manage contracts, social media, and relationships with Board etc.) • Current lack of evidence of impact against the original objectives • Council developing different priorities for youth provision • There is currently no COO to drive the Trust forward • Require ongoing buy-in and support from the Board • No young people represented on the Board • Lack of leadership could create a vacuum and the Trust will lose its momentum
<p>Option 2 – Dissolve the Trust as it is now and bring in-house</p>	<ul style="list-style-type: none"> • Can deliver targeted services to support areas of identified need • Internal resource capacity to drive it forward • Strong commitment to youth services especially the ability to target youth offer 	<ul style="list-style-type: none"> • The money agreed for 18/19 have been committed and therefore under the contract would have to be spent through the Trust. • Reputational damage to the relationship between the Council and the Board members as they may wish to continue the Board in its current form • Reputational relationship with contract and grant recipients could be damaged • Perception created by bringing back; could be interpreted as failed • Resource required to complete back office tasks • Limited access to external funding sources

Options	Advantage	Disadvantages/Risks
<p>Option 3 – Continue to maintain the Trust as an independent entity; but with a partnership approach developed.</p>	<ul style="list-style-type: none"> • Relationships are maintained. • Potential risk of reputational damage minimised • Opportunity to revisit and change representation on Board and improve diversity by, for example, recruiting young people. • Opportunity to change the skill set to focus on bid writing. • Opportunity to focus on outcomes and measure success of projects. • Can attract funding that the Council may not have access to • Greater control for the Council on how the money is spent 	<ul style="list-style-type: none"> • Still reliant on who is on the Board and their priorities • Require ongoing buy-in and support from the Board • There is a role required to be resourced that would support the Board and progress commissioning activity (there is funding associated with the COO role that could be used to fund this). • There may be a perception that the Council has the dominant say in decision making. • Would need to develop relationships with other organisations to bid for funds not accessible to the Council.

Appendix 2

Contracts

Organisation	Project	Objective	Outcomes	Annual amount
GM Youth Network	Youth Leader Training	Deliver a programme of training courses for volunteers and VCSE staff	Upskilling of volunteers and VCSE staff in youth work	£ 7,665.00
VCAT in partnership with Old Trafford Youth Network	Peer assessment	Encourage youth participation in the development and design of youth services	Increased youth participation in the design and delivery of youth services	£ 1,735.00
TufC in partnership with Old Trafford Youth Network	Peer assessment	Encourage youth participation in the development and design of youth services	Increased youth participation in the design and delivery of youth services	£ 1,735.00
Total				£11,135.00

Large and medium grants

Organisation	Project	Objective	Outcomes	Annual amount
The Proud Trust	Trafford Proud	Develop young people's resilience	1.Children and young people feel safer 2. Improved confidence and better communication skills 3. Improved emotional and physical wellbeing (feel less isolated)	£18,269.00

Sport Works C.I.C.	Davyhulme Youth Club	Increase young people's engagement in voluntary and community activities and develop their leadership skills	<ol style="list-style-type: none"> 1. Increased confidence and self-esteem (linked to independent behaviours/thinking) 2. CYP engage in volunteering 3. CYP achieve vocational qualifications 	£20,353.00
Gorse Hill Creative Studios	All Youth Matters		<ol style="list-style-type: none"> 1. Increased aspirations; achievement of vocational qualifications 2. Better relationships between CYP and local community 3. CYP engaged in volunteering 4. CYP engaged in less risky behaviour 	£17,960.00
The People's Church	Eden Partington	Develop young people's resilience	<ol style="list-style-type: none"> 1. Increased resilience 2. Increased confidence and self-esteem 3. Increased sense of belonging to the community 	£15,000.00
Pulling Together Asian Women's Group	Relationship Realities	Develop young people's resilience	<ol style="list-style-type: none"> 1. Increase self-confidence and raise self-esteem 2. Increased knowledge and support with culturally sensitive issues (E.g. forced marriage) 3. Improved communication skills 	£15,000.00
G-Force	Timperley Youth Club Forum	Increase young people's self-confidence, resilience and develop their	<ol style="list-style-type: none"> 1. Higher levels of self-esteem, self-awareness, emotional intelligence and confidence 2. Increased employability and 	£15,000.00

		leadership skills	leadership skills 3. Increased practical and transferable	
Beat Bazaar Projects Ltd	Future Sounds Trafford	Increase employability skills, confidence and self-esteem	1. Increased employability skills 2. Increased confidence and self-esteem 3. Improved vocational skills in event management, sound production	£15,000.00
Lancashire County Cricket Club Foundation	Girls Without Boundaries	Enable disengaged young women to become active, improve their aspirations and increase their participation in voluntary activities	1. 60 inactive, disengaged young women become more active 2. 40 young women will have greater personal aspirations 3. 16 young women will regularly volunteer (peer leaders)	£15,000.00
TDAS (Trafford Domestic Abuse Service)	Speak Out Speak Now	Increase young people's self-confidence, resilience and reduce isolation	1. Children will feel less isolated 2. Children will have improved confidence in relation to safety planning 3. Children will feel more stable and be more resilient in relation to relationship/domestic abuse	£15,000.00
Brink Productions Limited	Intence-City Project	Increase employability skills, confidence, self-esteem and reduce isolation.	1. Reducing isolation and loneliness 2. A decrease in antisocial behaviour 3. Increased employability skills	£15,000.00

Small grants

Organisation	Project Title	Overall Goal	£ Grant Value
Mancunian Way	Firefly	Give them opportunities to make new friends	£250.00
Trafford African Caribbean	1055 enterprise club		£1,500.00
The Sport Business	Sport and Safety Event		£1,500.00
Sale Scout and Guide Band	Sale scout and guide band activities		£1,000.00
Peace Fest 2017	Beats and Boots		£1,500.00
Gaydio CIC	Gaydio Youth Academy		£300.00
Fitzroy Support	Leisure nights for LD young people		£240.00
3As Parent Support Group	Peace Festival		£1,070.00
GMP Police Cadets	Social action celebrations		£1,500.00