

Education, Children and Families Committee

10am, Tuesday, 13 December 2016

Youth Work Funding 2017-2019

Item number

Report number

Executive/routine

Wards

All

Executive Summary

This report provides an outline of the participative process that has led up to the proposed approach to revenue grants funding for open-access youth work in 2017/18 and 2018/19. It provides background information on the funding available and how this can be broken down on a citywide and locality basis. It sets out recommendations for future funding moving, over a period of two years, away from a historical allocation to being based on need in each locality. It also recommends an incremental role for Participatory Budgeting in the allocation of the funding.

Links

Coalition pledges [P1, P33, P36](#)

Council priorities [CP1, CP13](#)

Single Outcome Agreement [SO2, SO3, SO4](#)

Youth Work Funding 2017-2019

Recommendations

Committee is asked to approve the following recommendations:

- 1.1 In 2017/18, the eight organisations are awarded grant funding as set out in Appendix 1 and £60,000 is available for distribution citywide through Participatory Budgeting (PB).
- 1.2 In 2018/19, the grant award to each of the eight organisations is reduced by 20% to create a budget for universal youth work to be distributed by PB in each locality. In addition, £60,000 is available citywide for distribution by PB, as in 2017/2018
- 1.3 From 2019/20, the entire budget for youth work is distributed through PB. The allocation to each locality should be based on identified need, as set out in Table 2.

Background

- 2.1 On 29 October, 2015 the Finance and Resources Committee approved six month contract extensions for eight youth work organisations funded by Communities and Families (Schools and Lifelong Learning) to 30 September 2016. All but one of these contracts were further extended to 31 March 2017. At the same time, work has progressed on the development of a revenue grants programme for 2017/18 and 2018/19 for open access youth work funding across the city. In line with the co-operative approach and the principles of co-production, the views of young people and of the sector have been central to this process.
- 2.2 In July 2015, Edinburgh Youth Work Consortium (EYWC), comprising the Council's Community Learning and Development Service, the voluntary youth work sector and others, produced a Youth Work Statement of Intent which highlighted the contribution of universal, open-access youth work to a range of positive outcomes for young people (see Appendix 2). This proposal is consistent with the priorities identified in the Statement of Intent.
- 2.3 £471,000 is available to distribute through a new youth work grants process. £119,000 was made available for transitional funding in 2016-17 as part of the Main Revenue Grant Programme. This amount could be added to the balance

creating a total amount of £590,000 per annum. Therefore the total budget available for 2017/18 and 2018/19 is £1,180,000.

- 2.4 The nature of the services to be provided makes youth work services more suitable to grant funding. Grants are typically financial contributions to third parties which help to meet the Council's service objectives in the wider community. Grant funding is also normally for discretionary objectives and unlike contracts not for specified services for a prescribed price. For the participatory process where young people and the community will help shape the priorities and services it is proposed that grant funding is the more appropriate funding route.

Main report

Participatory Budgeting process

- 3.1 The Council has a track record over the past six years in the delivery of successful participatory budgeting (PB) initiatives such as Leith Decides, Youth Talk Lead the Change, Grant a Grand, and You Decide. For more information on PB see the Communities and Neighbourhoods Committee report 'Participatory Budgeting Progress' on 11 May 2016.
- 3.2 This proposal seeks to build on these initiatives and involve young people from across the city in taking decisions on youth work funding. If approved, the PB element will involve young people voting for projects. Voting will take place at a citywide event, where applicants who have successfully met the criteria will be able to engage with significant number of young people. Young people will also be able to vote online. Online voting would be open for two and a half weeks and publicised through schools, youth groups and on social media.
- 3.3 Young people would be allocated three votes each. Each vote will have to be used otherwise it will not be registered and people will be unable to vote for the same project more than once. This is to address concerns that young people will just vote for their own project or that projects will be able to usurp the voting process by mobilising large numbers of voters or 'stacking' the vote. So even if one project manages to mobilise more young people than others to vote, doing so will still benefit other projects. The advice from PB Partners and from Participare (see below) is that allocating three votes evens out any 'stacking' and can benefit marginalised groups.
- 3.4 The assessment process would produce a ranking of projects which meet the criteria. The young people's vote would also produce a ranking and the two would be combined with the assessment process counting for one third of the overall score and the vote counting for two thirds. Funding would then be allocated in line with the ranking within the available budget.

- 3.5 The e-voting tool that could be used is Participare, which scored highly in terms of security re voter identification and the ability to link offline (i.e. the event) and online engagement in the Democratic Society’s review of online voting tools and PB for the Scottish Government (see: <http://www.demsoc.org/wp-content/uploads/2016/01/DS-Digital-Tools-paper.pdf>) Participare has been used successfully in 30 PB initiatives in Portugal and Spain.
- 3.6 Young people will be playing a central role from start to finish in decision-making about the allocation of funding for youth work across the city. Their priorities would be responded to and their votes would decide which projects were successful, subject to the criteria having been met. It is also envisaged that significant numbers of young people would be able to take part in the process, either through attending the event or through voting online.
- 3.7 Applications will be assessed by staff from Communities and Families and Health and Social Care along with the young people who have been involved in the consultation process under the guidance of the Council’s Commercial and Procurement Services. Training will be provided for all assessors.
- 3.8 Awards will then be made using the PB process outlined above.

Identification of need

- 3.9 The table below shows the percentage of the population living in the most deprived 20% of datazones in each locality according to the Scottish Index of Multiple Deprivation.

	North West	North East	South East	South West
Percentage of population in most deprived datazones	12%	20%	7%	15%

SIMD provides a measure of deprivation in geographic areas. However, it is based on areas (i.e. datazones) and not specific individuals (a deprived person may live in a more affluent area and vice versa). Neither does it take account of the population in focus (in this case, children and young people). Similarly, it does not take account of the size of population. In the table above, the percentage for the South East is very low and most likely influenced by a high student population.

In order to address some of these issues, we therefore propose an approach which takes into account need, population and numbers of children and young people.

3.10 The numbers of children and levels of need in each locality are shown below:

	North West	North East	South East	South West
Population 0-15	25,380	16,040	16,090	17,860
Percentage of children in a low income household	18%	26%	19%	20%
Number of children in a low income household	4,568	4,170	3,057	3,572

3.11 The table shows relative levels of deprivation/need and the relative size of the population. For example, the levels of deprivation in North East are higher than North West but the population in North West is higher therefore there are more young people in low income households in North West.

3.12 These figures have informed two possible approaches to assessing need:

Distribution of children who live in low income households across the city (e.g. of all children in low income households in Edinburgh, 30% live in North West)

North West	North East	South East	South West
30%	27%	20%	23%

Locality as percentage of city, Communities and Families Practice Team Resource Allocation

North West	North East	South East	South West
33%	26%	16%	25%

The second set is based on the Resource Allocation exercise for Communities and Families Practice Teams and was generated as part of the preparation for the move from neighbourhoods.

Both sets give a similar result. We therefore propose an average of the two sets.

Average of two approaches:

North West	North East	South East	South West
31%	27%	18%	24%

Citywide and Locality budgets

- 3.13 The table below shows the current historical allocations. Based on the data in relation to need set out above, in the first two years we propose to go some way towards addressing the current disparity where North East and North West receive less than the analysis of need suggests. To achieve this, £86,686 will be allocated in 2017-18 to the two localities which are currently 'underfunded'. £43,343 will be allocated to each of these two localities as shown below.

Table 1

Locality	Percentage of Locality Budget	Current allocation (based on 2016-17 contracts)	Allocation of £86,686 to NW/NE to 'equalise' locality share
NW	31	£76,830	£120,174
NE	27	£75,446	£118,789
SE	18	£137,776	£137,776
SW	24	£153,261	£153,261
Total	100	£443,313	£530,000
Citywide	N/A		£60,000
Total Budget	N/A		£590,000

- 3.14 Table 2 below shows what an allocation based on need would look like and compares this to current allocations. Our intention is to move towards this allocation from 2019/20 onwards. Any changes in future data figures will be reflected in funding allocations.

Table 2

Locality	Percentage of Locality Budget	Current allocation (based on 2016-17 contracts)	Allocation of £590k (if based on need)
NW	31	£76,830	£164,300
NE	27	£75,446	£143,100
SE	18	£137,776	£95,400
SW	24	£153,261	£127,200
Total	100	£443,313*	£530,000
Citywide (via PB)	N/A		£60,000
Total Budget	N/A		£590,000

*This is the current contract allocation to the eight youth work organisations contracted until the end of March 2017 from a total available budget of £471,000. An additional £119,000 is also available from the grants budget, making a total of £590,000 from April 2017.

- 3.15 We propose to make grant awards to the eight organisations currently receiving a contract, at 2016/17 values (see Appendix 1). This will be for 2017/18. In the North East and North West localities, the grant allocation will be increased by £43,434 each to begin to address the disparity between identified need and current allocation. We will work with the relevant organisations to plan how this increased allocation will be spent and to further promote partnership working.
- 3.16 In year 1, 2017/18, the remaining £60,000 will be used to carry out a Participatory Budgeting pilot involving young people across the city. Eligible organisations across the city will be able to apply. This will allow the concept of PB for youth work to be tested and for any issues to be identified and ironed out.
- 3.17 In year 2, 2018/19, the proposal is that the funding for each organisation is reduced by 20% to create a further allocation for distribution, within that locality, by PB. This will be open for all eligible organisations in each locality to apply for. In addition, the £60,000 would also be available for distribution citywide.
- 3.18 From 2019/20, the proposal is to make the entire budget for open-access youth work available for distribution via PB. Each locality would be allocated funding based on need (see Table 2).

3.19 The current financial climate and the potential vulnerability of some of the organisations were funding to end in March 2017 has led to recommending a phased approach to introducing this change. This will provide a degree of security to the eight organisations affected by this proposal, allow them time to plan for the change and identify alternative potential sources of funding. We will work with them to implement the approach, including how they will use any additional funding and incorporate the feedback from young people about their priorities for youth work.

Young people's priorities for youth work

3.20 Young people across the city were asked for their views on youth work - what they value about it and what they would like to see changed. An online survey was piloted with Edinburgh's Members of the Scottish Youth Parliament and revised as a result. It was then distributed widely through youth participation networks, youth work agencies, schools and Community Learning and Development. Young people were invited to participate whether they currently took part in youth work/youth clubs or not.

3.21 437 young people completed the survey. The responses were subsequently analysed by Communities and Families staff and young people who have been trained in action research by Young Edinburgh Action, which is the new name for young people's engagement in decision-making in Edinburgh (formerly known as Youngedinburgh and the Edinburgh Youth Issues Forum). A number of themes emerged which were considered in more depth in a number of focus group discussions held with, and co-facilitated by, young people.

3.22 The results of the consultation were a list of priorities, reflecting what young people value about youth work and what they would like to see changed. The priorities that the young people identified were:

- A safe and welcoming space to meet friends and new people
- A range of interesting and fun activities and new experiences, including trips
- Learning new skills
- Local availability as well as citywide provision (especially for LGBT and BME communities)
- Being open at different times, including weekends
- Young people involved in service planning
- Better links with schools
- Better advertising and publicity
- Reaching out to young people who think youth work is not for them
- Better access to technology and use of social media

3.23 A group of 17 young people, from Young Edinburgh Action, the groups that hosted focus groups and the currently funded youth work projects met on Saturday 3 September to rank the priorities and devise questions for the

application form for the proposed Participatory Budgeting (PB) element of the programme, based on the priorities. Scoring for each answer will reflect the ranking of the priorities. Young people chose 'a safe and welcoming space to meet friends and new people' as the highest ranked priority.

Eligibility criteria

- 3.24 It is proposed that the following eligibility criteria are in place for applications to the youth work revenue grants fund PB element:
- Voluntary organisations recognised by OSCR that can/will deliver open-access youth work services for young people aged 11 to 25 (with a primary focus on those aged 11 to 18)
 - Services must be delivered in Edinburgh
 - Weighting will be given to applicants delivering services in areas of high deprivation, for young people from low income families or for young people with a protected characteristic
 - Each organisation should be restricted to one application
 - Consortium applications should be welcomed
- 3.25 All PB applicants will need to identify outcome indicators that show progress or achievement against the relevant wellbeing (SHANARRI) outcomes for SO2: Our children and young people are successful learners, confident individuals and responsible citizens making a positive contribution to their communities. Providers should also be linked to partnership organisations in their own communities and able to signpost and refer young people to relevant services.
- 3.26 Applications will be assessed by staff from Communities and Families and Health and Social Care along with the young people who have been involved in the consultation process under the guidance of the Council's Commercial and Procurement Services. Training will be provided for all assessors.
- 3.27 Awards will then be made in line with the PB process set out above.

Measures of success

- 4.1 Young people are fully involved in decision-making on funding for youth work across the city, from identifying priorities to co-assessing applications to voting for projects.
- 4.2 Each grant recipient is required to complete a funding agreement that details SMART targets to be achieved by the organisation within the funding period. The achievement of these targets contributes to the outcomes in the Children's Plan.
- 4.3 All PB initiatives aim to increase citizen participation in democratic decision-making, increase community cohesion and improve the quality of life.

Financial impact

- 5.1 The financial position is as outlined in 2.3 above with the proposed citywide and locality allocations set out in 3.13 and 3.14.
- 5.2 Costs in association with the PB process will be minimal and will be met within existing budgets.

Risk, policy, compliance and governance impact

- 6.1 The grants process takes the procedure outwith the Procurement regulations provided that the essential elements of a grant are present. The Council is therefore free, subject to the normal best value requirements and duty to act fairly and reasonably, to determine the grants allocation process. If the current contracts continue to be rolled over without a grant or procurement process then the value would exceed the procurement thresholds and be in breach of the procurement regulations.
- 6.2 This report is in line with the recommendations of the Review of Grants to Third Parties and complemented by the co-production process to redesign the Children and Families approach to grants for 2016/17 onwards as approved at Committee in October. It also takes into account the deliberations of the Member Officer Working Group on Children and Families revenue grants.

Equalities impact

- 7.1 The funding of activity by third parties though grant aid contributes to the Council's delivery of its Equality Act 2010 duty to seek to eliminate unlawful discrimination, harassment and victimisation, and to advance equality and foster good relations. PB initiatives are designed to promote community cohesion and therefore contribute to good relations.

Sustainability impact

- 8.1 There are no adverse impacts in relation to this report.

Consultation and engagement

- 9.1 The process has involved extensive engagement with young people as outlined in 3.1 to 3.5 above.

Background reading/external references

'Digital Tools and Scotland's Participatory Budgeting Programme' – a report by the Democratic Society for the Scottish Government 2016 (<http://www.demsoc.org/wp-content/uploads/2016/01/DS-Digital-Tools-paper.pdf>)

['Participatory Budgeting Progress' Communities and Neighbourhoods Committee 10 May 2016.](#)

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Links

Coalition pledges	P1 Increase support for vulnerable children, including help for families so that fewer go into care P33 Strengthen Neighbourhood Partnerships and further involve local people in decisions on how Council resources are used P36 Develop improved partnership working across the capital and with the voluntary sector to build on the 'Total Craigmyle' model.
Council priorities	CP1 Children and young people fulfil their potential CP13 Transformation, workforce, citizen and partner engagement, budget
Single Outcome Agreement	SO2 Edinburgh's citizens experience health and wellbeing, with reduced inequalities in health SO3 Edinburgh's children and young people enjoy their childhood and fulfil their potential SO4 Edinburgh's communities are safer and have improved physical and social fabric
Appendices	Appendix 1 – Proposed Allocations Appendix 2 - Statement of Intent for Youth Work in Edinburgh

Appendix 1 – Proposed Allocations

Locality	Organisation	2016-17 Grant (awarded for 3 years)	2016-17 Contract	2017-18	2018-19	Available for PB in 2018-19	Total award (2017-18 and 2018-19)
North East	Citadel Youth Centre	48,840	75,446	118,789	95,031		213,820
Total North East Allocation				118,789	95,031	23,758	237,578
North West	Pilton Youth and Children Project	78,106	76,830	120,174	96,139		216,313
Total North West Allocation				120,174	96,139	24,035	240,348
South East	Canongate Youth	0	108,388	108,388	86,710		195,098
South East	Edinburgh City Youth Café (6VT)	31,000	29,388	29,388	23,510		52,898
Total South East Allocation				137,776	110,221	27,555	275,552
South West	The BIG Project	25,500	6,416	6,416	5,133		11,549
South West	SCOREscotland	38,000	42,015	42,015	33,612		75,627
South West	WHALE Arts Agency	29,000	42,200	42,200	33,760		75,960
South West	Wester Hailes Youth Agency	34,291	62,630	62,630	50,104		112,734
Total South West Allocation				153,261	122,609	30,652	306,522
Total City Wide Allocation				530,000	424,000	106,000	1,060,000



Statement of Intent for Youth Work in Edinburgh

August 2015

Context

The critical role played by universal youth work in improving outcomes for young people has recently been re-affirmed by the Edinburgh Youth Work Consortium and Edinburgh University literature review 'Universal Youth Work – a critical review'¹. This is also echoed in the current National Youth Work Strategy (2014-19) and 'Believing in Young People', the existing youth work strategy for Edinburgh published in 2008.

Youth work is embedded in the recently approved Community Learning and Development (CLD) Strategy for Edinburgh (2015-18) which reinforces the need for universal youth work, stressing its role as an anchoring and foundation service that enables relationships to be established and other community based services for young people to develop.

The current funding climate provides a challenging environment for youth work and offers both threats and opportunities for the development of youth work provision in the city. Reducing budgets continue to place enormous pressures on youth work services both locally and city wide. It is important to ensure that both funders and providers have a shared view of the key priorities for the youth work sector that can shape and inform respective decisions and actions.

In July 2015 the Edinburgh Youth Work Consortium brought together representatives from the CLD Service, the voluntary youth work sector and other interested parties to identify what these priorities are. This 'Statement of Intent' is the result of these joint discussions and seeks to set out priorities for youth work that give prominence to universal provision.

The scale and nature of youth Work in Edinburgh

Youth Work in Scotland is defined by 'The Statement on the Nature and Purpose of Youth Work'² produced by Youthlink Scotland which affirms its voluntary nature; a learning partnership and builds from where young people are. This has secured universal acceptance, and provides clear and unambiguous principles of practice that differentiate youth work from other forms of work with young people.

Youth work is also defined by those who use its services. In broad terms these are recognised as being children and young people of school age, although work often continues into young

¹ <http://www.morayhouse.me/public/Universal-Youth-Work-Summary-2015.pdf>

² <http://www.youthlinkscotland.org/webs/245/documents/StatementnatureYW.pdf>

adulthood. The strength of universal youth work provision is that it is shaped and informed by the local community it serves. Universal youth work fosters an important sense of belonging, within which it offers a threefold response to young people's needs:

1. Universal provision - accessible to all young people
2. Thematic approaches - with a focus on particular topics, issues, or areas of development and
3. Supported places - where young people within universal provision have been referred or identified as in need of extra support which may involve feedback to other agencies

There is an emphasis on community based approaches which reflects Edinburgh City Council's desire to deliver and manage services at a locality level and fits with Edinburgh Youth Work Consortium's view that all young people are entitled to youth work provision in their local area.

Priorities for youth work in Edinburgh

In the course of these initial discussions facilitated by the Edinburgh Youth Work Consortium and informed by current policy documents, the following critical areas of youth work have been identified to strengthen the place of universal youth work in the city:

1. Young people have an entitlement to local youth work provision. Gaps in service therefore need to be identified, and opportunities for new initiatives explored.
2. A more systematic approach is required to recruit, train and support youth workers, particularly volunteers drawn from local communities and young people who have come through local youth work.
3. A pool of experienced youth work trainers should be developed, drawing from the statutory and voluntary sectors in order to develop and deliver core youth work training.
4. An action plan for youth work in the city should be developed, informed by the CLD Strategic Plan, and based on current voluntary and statutory partnerships. We need to secure young people's engagement in shaping and delivering the action plan.
5. The youth work sector's capacity to evaluate and assess the difference and impact it makes needs to be enhanced - through the use of shared (but not imposed) evaluation frameworks.
6. We should promote and support those who wish to use accredited youth work schemes.

Consulting the sector

Further to the joint discussions to date it is imperative that the youth work sector is consulted to ensure that this 'statement' is shaped by and reflective of the aspirations of the sector. This will create the greatest likelihood of a framework that can helpfully inform future funding and practice.

Edinburgh Youth Work Consortium
August 2015