

London Borough of Enfield

Children Young People & Education Scrutiny Panel

Meeting Date 9th March 2021

Subject: Vulnerable Children and Young People youth provision and environment

Cabinet Member: Cllr Rick Jewell

Executive Director: Tony Theodoulou

Key Decision: To note the content of the report

Purpose of Report

1. To provide the Scrutiny Panel with an overview of youth provision for children and young people in Enfield, including those who are vulnerable. This report highlights the remit of youth services, the Council's priorities for youth services, funding for youth services, the work and activities to keep young people safe and the impact of the pandemic on the Council's youth services provision.

Proposal(s)

2. N/A

Reason for Proposal(s)

3. N/A

Relevance to the Council Plan

4. The Enfield Council Plan 2020-2022 sets out bold and positive ambitions of creating a lifetime of opportunities with one of the key priorities being 'Safe, Healthy and Confident Communities', with specific focus keeping communities free from crime.

The Enfield Poverty and Inequality Commission 2020 recommended the need to revitalise youth services, with a focus on an early intervention approach to keep young people safe and help them make positive life choices. It recommends prioritising investment in youth services and outreach work.

Background

5. Legislative requirements for youth services, youth work remit and its contribution to Council's strategic priorities

Local authorities (LAs) have a statutory duty (under section 507B of the Education and Inspections Act 2006) to secure, as is reasonably practicable, sufficient services and activities for young people aged 13-19 (those with learning difficulties to age 25) and to improve their well-being through provision of educational leisure time and recreational activities. The duty states that it is up to each LA to decide what is sufficient, taking into account local needs of the area. There are key challenges in relation to the duty, including the interpretation of the meaning of what is sufficient as there is no one size fits all. There is a lack of central government policy on what is adequate provision, especially given the reduction of the LAs and central government funding for Youth Services in the last decade across England.

Enfield Youth Development Service is located within the Children and Families division within the Youth People and Community Safety Department and is well placed to support young people with additional needs, including 'children in need', those on a child protection plan, children looked after and young people engaging in risky behavior.

The Council youth service works with young people age 11-19, (and up to 25 with young people with disabilities and learning difficulties). The key aim of youth work is to provide personal and social development opportunities to children and young people to help them to transition to adulthood and achieve the best outcomes, whilst promoting good citizenship.

The Youth Offer in Enfield is delivered through a mixed economy model including the Council's dedicated youth service provision, grant funded targeted youth support provision in partnership with third sector providers and community groups, (with external grants applied for and distributed by the Council) and wider youth offer delivered independently by third sector and community groups.

The Council Youth Development Service delivery model consists of:

- Universal youth offer from five youth centers
- Detached and outreach youth work; and
- Targeted youth support

Youth Service provision is well placed to contribute towards the following key strategies and plans:

- Community Safety Plan 2020-22 identifying, 'keeping young people safe and reducing their risks from crime', as one of its key strategic priorities.
- Youth Justice Strategic Plan 2020/21 – the prevention and reduction of first-time entrants into youth justice
- North Area Violence Reduction action plan and the emerging public health approach to reduction of Serious Youth Violence
- The Children Plan "Empowering Young Enfield", 2021-2025

Main Considerations for the Council

6. Overview of resourcing of youth services, youth work programmes and the impact of the pandemic on the youth services

6.1 Overview of resourcing of youth services

Table 1 highlights an overview of the core Council's funding for Youth Services, which has seen the budget reduced in almost half in the last five years. Note the core funding has been boosted through the NEXUS funding and summer university programme from 2019 onwards.

Table 1

	YS core fund	PAYP- summer university	MTFP Budget Growth subject to Council approval	Total core budget	Other grants in addition to core funds
2016/17	£664,720	£48,530		£713,250	
2017/18	£156,390	£0		£156,390	
2018/19	£174,420	£39,720		£214,140	
2019/20	£315,640	£110,000		£425,640	£212,254
2020/21	£324,470	£80,000		£404,470	£424,508
2021/22	£324,470	£80,000	£40,000	£444,470	£424,508

The last decade has seen significant reductions of funding for youth services across the country so this challenge has not been specific to Enfield.

However, the local authority has successfully continued to seek additional funding to leverage the loss of ring-fenced funding to support youth services, see overview in table 2.

The additional funding of £4,385,122 within the last two years enabled by Young Londoners Fund, MOPAC, Police and Public Health would not have been possible without excellent partnership working with a range of statutory and voluntary sector partners. The I funding has enabled delivery of a range of targeted youth support to keep young people safe.

Furthermore, the Council has funded the rebuild of Ponders End Youth Centre through the community infrastructure levy of £2.3 million, as part of the wider regeneration programme, due to be completed in spring 2021.

The key priority for the Council and its partners has been to continue delivering youth offer in the context of short-term external funding. This continues to create an environment of uncertainty and militates against long term planning.

Table 2

Funding source	Amount £	Youth Offer funded	Funding timeframe	At risk
Revenue				
Young Londoners Fund	1,300,000	consortium of 23 youth projects	2020-2022	Yes, ends
MOPAC via Community Safety	£304,000	range of targeted youth support prevention projects	2020-21	continues 21/22
Council Social care budget	£87,000	2 fte youth workers in exploitation/edge of care	n/a	Core funding
Council YOS budget	£43,000	funding new Youth Guardian post	from April 2021	Core funding
Council fund for Nexus	£1,000,000	Nexus schools exclusions/youth work	2 years since 2018	Yes, ends Mar 2021
Council Public Health budget	£42,600	social prescribing youth work post	pro rata for 2020/21	extended to Mar 22
Met Police	£115,000	Operation Alliance in youth custody	pro rata for 2020/21	Yes, ends Mar 2021
DfE	£1,493,522	Holiday and food activities programme	2021/22	Yes, Mar 2022
Total	4,385,122			
Capital				
Section 106	£2,300,000	Re-build of Ponders Youth Centre	n/a	One off

6.2 Overview of the youth offer and support to keep young people safe, delivered by Council

There is a diverse range of support and activities provided within the local youth offer to positively engage young people as well as providing early help and intervention to keep young people safe and prevent them from engagement in risky behaviour.

6.2.1 Universal Youth Offer

Youth Centres

Enfield retained its 5 purpose-built Youth Centres that offer open access and targeted youth provision. The Youth Centres are well placed in the areas with high levels of deprivation and serious youth violence, see map below.

Youth Centres provide a mix of open access and targeted youth provision for young people, offering a safe place to go, things to do and support from trusted professionals. Youth work programmes offered from youth centres reflect the following curriculum focus on: developing life skills, confidence and interpersonal skills, healthy relationships, healthy lifestyles, employability skills, provision of information and advice on how to stay safe, weapons awareness sessions, dance and music, access to IT, sport/fitness and motor and bike maintenance.

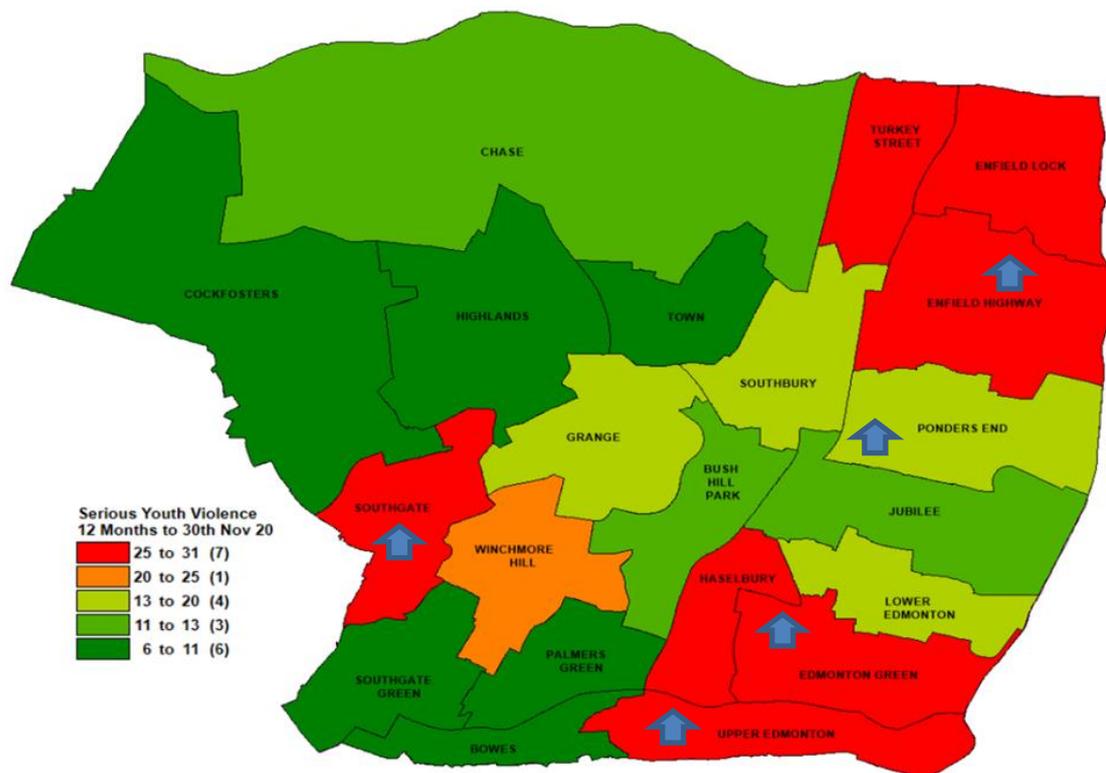


Table 3 offers a summary of the open access youth provision and average attendance, highlighting the use of the five youth centres. Youth Centres are also used by the local community groups managed through the Council’s lettings team, maximising the use of these valuable community assets.

Table 3

Youth Centre	Enfield ward	No of average youth work sessions pre Covid per week	Average attendance per week pre Covid
Unity Hub @Craig Park	Upper Edmonton	8	340
Ponders End	Ponders End	12	250
Allen Pullinger	Southgate	4	100
Croyland	Lower Edmonton	3	up to 40
Bell Lane	Enfield Highway	5	75

Summer University

Young people in Enfield have continued to enjoy the Summer University since its inception in 2008 and the subsequent re-launch in 2019, following a pause in its delivery in 2015, due to reductions in funding. The programme offers a diverse range of learning courses and fun activities during the summer holidays such as dance, drama, digital media, drumming, project design, fashion design, cake baking, music video, skin care and photography. The 2020 Summer University provided 93 learning courses, offering 1,986 places and enabling 604 young people to participate. This is an increase of 23.5% from the previous year despite the Covid challenges impacting on the planning and delivery of the programme. This is a unique offer that positively engages young people

and diverts them from boredom and risky behaviour in the most deprived and crime impacted wards of the Borough.

Youth participation

Council continues to support a range of youth engagement mechanisms such as KRATOS (youth forum representing the views and needs of children and young people in care) and Enfield Youth Parliament (representing the needs and views of all young people age 11-19 within the Borough).

6.2.2 Detached and outreach youth work to keep young people safe on streets

The Youth Service delivers regular detached and outreach youth work, targeting identified local hot spots. The targeting of hot spots is informed by intelligence from Police, schools and detached youth work reconnaissance. Detached youth workers positively engage young people on 'their territory' -streets, estates, open spaces and around transport hubs. They provide young people with advice and guidance and signposting to the youth offer and local services, with an overarching focus on keeping young people safe from risk. On average, pre Covid, there would up to 45 detached youth work hours per week delivered seven days a week. During the pandemic, the detached youth work team has supported Police, promoting compliance amongst young people with restrictions and social distancing.

6.2.3 Targeted youth support to vulnerable young people

The Youth Service has trained 12 mentors who provide a structured six-week mentoring support programme to young people. There is a clear referral pathway, targeting young people known to Early Help, Youth Offending and social care services. This service was launched in March 2020 and has received 87 referrals.

The Youth Leadership Academy programme offers a youth leadership skills programme for young people age 13-19, providing young people with AQA accredited training to become young leaders, whilst fostering good citizenship. Once the young people complete the training, they graduate to volunteering placements within youth clubs and projects. Young leaders participate in youth proofing new policies, strategies, commissioning activities such as Summer University and recruitment. Over 73 young leaders have been recruited and trained between 2019/20.

New post of social prescribing youth worker has been jointly developed between Youth Development Service and Public Health and recruited to in January 2021 to improve health and wellbeing of young people through a social prescribing approach, signposting young people to activities and services that support well-being.

6.2.4 Targeted youth support offer commissioned out by Youth Development Service and externally funded

Following the successful funding application to the Young Londoners Fund for Inspiring Young Enfield, Enfield Youth Development Service has received £1,326,588 in January 2020 to deliver a programme of 23 interconnected projects aimed at engaging young people age 10-12 who may be at risk of exclusion or involvement in criminal activity. The programme offers a range of projects including mentoring support, learning opportunities and access to sports, arts, dance, drama and culture activities and activities that promote employability. It is delivered via a consortium approach of 20 community partners led by the Enfield Youth Development Service who lead on the delivery of the programme.

6.3. Youth support delivered through partnership approach, including commissioned work to keep young people safe

In October 2020, a new pilot, Operation Alliance, has been launched and funded by the Metropolitan Police. The project is delivered in partnership with Haringey and Enfield Councils, Oasis Hadley and the Children Society. Enfield Youth Development Service has been active in developing this new initiative that places outreach youth workers in Wood Green custody suite to provide support, mentoring and signposting to support services within the community to every young person that comes into custody.

The Community Safety Partnership has continued to attract funding from the MOPAC and this has contributed to the strengthening of the targeted youth support offer to keep young people safe. There has been a diverse range of youth projects funded as part of the crime prevention and reduction of serious youth violence delivered by third sector partners including:

- An A&E project which includes outreach youth workers with mental health focus who offer support to young people who are presented in the A&E Department as victims of serious youth violence. This is a shared project with Haringey. The latest monitoring data highlight that over 115 Enfield young people have accessed support during quarter 3 in 2020/21, with the average age being 15.
- 96 different courses and workshop placements were delivered by Oasis Hadley to young people to enhance their employability skills including the motor project, bike project, music project, money management course, CV writing, cooking and hairdressing.
- Diversionary activities such as boxing, gym sessions and life skills courses were offered from Ponders End Youth Centre and delivered by the Youth Service in conjunction with Joe Morris Legacy Boxing Club Foundation, engaging over 75 young people in quarter 3 in 2020/21.
- The Youth Offending service have employed a Youth Violence practitioner, delivering group work programmes to young people at risk of re-offending and those involved in serious youth violence and gangs. The intervention helps young people at high risk to recognise the impact of offending on their lives, whilst developing their capacity to stay safe from harm. The programme helps young

people set clear goals to help them to rehabilitate and gives them problem solving skills, as well as challenging their self-limiting beliefs. 75 young people have participated in the group programmes during quarter 3 in 2020/21.

- Commissioning St Giles worker, offering intensive mentoring to young people involved in gangs and county lines, providing support and assistance with gangs/exploitation exit routes whilst helping young people to stay safe from harm. 20 young people have been supported during quarter 3 2020/21.
- Spark2life have been enabled to deliver 6-7-week blocks of accredited learning programme to schools, supporting young people at risk of gangs, exploitation and offending. The programme focuses on improving young people's aspirations, interpersonal communication skills and their ability to resolve conflict. It gives young people an understanding of the red flags which can lead to exploitation, as well as an understanding of prejudice and bullying.

Furthermore, the Council commissions delivery other targeted services such as young people's substance misuse service through Compass, providing assessment, screening, treatment and support for young people misusing drugs and alcohol.

6.4 Other youth programme and activities to keep young people safe delivered by other services within People directorate

The NEXUS programme, funded by the Council and led by Secondary Behaviour Support Service, has been in operation since April 2019. The key aim of the programme is to reduce school exclusions, as they present a significant risk factor for young people becoming victims or perpetrators of serious youth violence and exploitation. The programme has been delivered through a diverse range of outreach and targeted youth support projects including third sector commissioned providers, to a range of Schools. During the three years preceding the launch of NEXUS, there was an average of 56 permanent exclusions per academic year and this has fallen to 21 and 19 respectively during the two years the project has been operational, showing the significant impact the project has made on preventing exclusions.

Children's social care have funded youth work posts, with youth workers working alongside social workers, providing support and mentoring to children and young people at risk of coming to care and those who are exploited.

The Youth Offending Service (YOS) has developed a new post of Youth Guardian to work alongside the YOS case workers to support young people at high risk of re-offending and harm. The post is currently subject to recruitment.

6.5 Capacity building and support for Enfield voluntary sector and wider Youth Offer

Enfield has a thriving voluntary sector of local community groups that contribute towards wider youth offer available for young people. Council invests:

£30,000 per annum to fund capacity building and support for local voluntary sector groups with focus on youth. The Contract is delivered by the ECYPS (Enfield Children and Young People Service) and is currently being re-commissioned. There is a wider Youth Offer available for young people that is led and funded by other partners, for example:

- Provision of holiday clubs and activities for young people delivered by private sector of providers
- Uniformed groups such as Scouts, Girl Guiding, Army Cadets, Sea Cadets, RAF Cadets and Police Cadets; and
- Sports and leisure activities delivered through Active Enfield

6.3 Impact of the Covid pandemic

Young people have faced some of the most difficult challenges in recent history due to the COVID-19 pandemic – not being able to see their friends, go into school or university, attend their youth clubs or have the usual opportunities to experience new things.

Throughout the pandemic the Youth Service has continued to deliver and adapt the youth offer to meet the needs of young people whilst complying with government's restrictions.

The first national lockdown in March 2020 required the Youth Development Service to cease all its universal youth offer. In order to deal with the unprecedented times, a new initiative, 'call a youth worker', was introduced, providing a dedicated phone service for young people to talk to their youth workers during the normal opening times of the youth centre.

Throughout all lockdowns, the Youth Development Service has continued to deliver detached and outreach youth work, supporting the Police and Community Safety team to promote social distancing and compliance. This has enabled a softer approach to enforce the government's guidance. The detached youth work re-commenced in May 2020 and targeted 8 different areas with high levels of anti-social behaviour and crime hotspot, seven days a week - Upper Edmonton, Edmonton Green, Pymms Park, Fore Street, Enfield Highway and Southgate. From March 2020 to January 2021, detached youth workers have contacted over 1,200 young people.

Youth Centres were closed in the initial phase of the pandemic and prioritised for re-opening in a Covid secure way during the summer to enable delivery of targeted youth support to vulnerable young people, including those involved in offending. Every activity delivered within youth centres during the pandemic has been robustly risk-assessed to ensure young people and staff are kept safe.

Mentoring and one to one support continued to be provided virtually throughout the lockdowns during the pandemic.

It has been inevitable that the pandemic has impacted on some of the planned youth work programmes presenting delays and practical challenges such as Inspiring Young Enfield programme.

The Council has recently received DfE funding of up to £1,493,520 for the delivery of Holiday and Food activities programme for children on free school meals to overcome

the hardship during school holidays. The Youth Service will be co delivering some of the programme in 2021 alongside schools and holiday activities providers. This additional funding will enable the scaling up of the successful Summer University, reaching more disadvantaged young people.

Investment has been made into procuring an online platform to enable the delivery of the Summer University through the provision of online learning courses and the ability to book courses remotely rather than through face to face in Youth Centres, as was the case in previous years. Following the success of using the on line portal for the Summer University, the online portal has been further adapted to host some of the Inspiring Young Enfield programme. Building on the success of the digitalisation of youth work, the service aspires to expand the use of the portal to host a one stop shop overview of all activities available in Enfield, including the new Holiday and Food Activities programme. <https://youthenfield.taptub.co.uk/>

Safeguarding Implications

7. The Youth Services and local youth offer make a significant contribution to the safeguarding of vulnerable adolescents through the provision of early help and intervention, preventing safeguarding concerns emerging in the first instance and preventing their escalation into statutory services.

Public Health Implications

8. A strong youth offer is critical to the public health approach of tackling serious youth violence. The lack of well-located community assets, youth provision, opportunities to talk to trusted professionals and the risk of school's exclusion are identified as potential risk factors linked to increasing level of serious youth violence.

Equalities Impact

9. The Enfield youth population is diverse. Children and young people from BAME backgrounds are disproportionately involved in the youth justice system and impacted by serious youth violence. Having an attractive youth offer and targeted youth support as part of early help that reflects the diverse range of needs of the local youth demographic is important, given the Council's commitment to inclusion and diversity reflected within Fairer Enfield.

Environmental and Climate Change Considerations

10. N/A

Risks that may arise if the proposed decision and related work is not taken

11. N/A

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

12. N/A

Financial Implications

13. Financial sustainability of the local youth offer is a significant challenge given the temporary nature on much of the current funding, as noted in section 6.1 of this report.

Legal Implications

14. Local authorities (LAs) have a statutory duty to secure sufficient youth services and activities for young people aged 13-19, as is reasonably practicable, as noted in the section 5 of this report.

Workforce Implications

15. N/A

Property Implications

16. N/A

Other Implications

17. N/A

Options Considered

18. N/A

Conclusions

19. This report highlights a strong and diverse youth offer in Enfield, provided by the Council's Youth Development Service and wider partners. Whilst the funding and resourcing of youth services has been national as well as local challenge, the Council and partners have made tremendous effort to maximise existing resources and attract additional funding.

The key priorities for Council and wider partnership going forward are:

- consolidating and cementing a strong local youth offer that meets local needs and builds on the evidence of what works, focussing on the emerging public health approach to reducing serious youth violence
- continuing to maximise the use of Youth Centres as community assets alongside detached and outreach youth work; and
- focusing on unlocking the funding potential within the wider partnership landscape whilst developing a sustainable approach to resourcing the youth offer.

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Appendices: N/A

Background Papers

The following documents have been relied on in the preparation of this report: