

# Overview and Scrutiny



## Youth Provision Task and Finish Group Agenda

Wednesday, 20 September 2023

7.00 pm, Civic Suite

Civic Suite

Lewisham Town Hall

London SE6 4RU

For more information contact: Benjamin Awkal, Scrutiny Manager,  
[benjamin.awkal@lewisham.gov.uk](mailto:benjamin.awkal@lewisham.gov.uk)

This meeting is an open meeting and all items on the agenda may be audio recorded and/or filmed.

### Part 1

Item	Pages
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# Youth Provision Task and Finish Group Members

Members of the committee, listed below, are summoned to attend the meeting to be held on Wednesday, 20 September 2023.

Jeremy Chambers, Monitoring Officer  
Tuesday, 12 September 2023

## **Members**

Councillor Edison Huynh

Councillor Yemisi Anifowose

Councillor Laura Cunningham

Councillor Oana Olaru

Councillor Hau-Yu Tam



## Youth Provision Task and Finish Group

### Declarations of Interest

**Date:** 20 September 2023

**Key decision:** No

**Class:** Part 1

**Ward(s) affected:** All

**Contributors:** Director of Law and Corporate Governance

### Outline and recommendations

Members are asked to declare any personal interest they have in any item on the agenda.

## 1. Summary

1.1. Members must declare any personal interest they have in any item on the agenda. There are three types of personal interest referred to in the Council's Member Code of Conduct:

- (1) Disclosable pecuniary interests
- (2) Other registerable interests
- (3) Non-registerable interests.

1.2. Further information on these is provided in the body of this report.

## 2. Recommendation

2.1. Members are asked to declare any personal interest they have in any item on the agenda.

### 3. Disclosable pecuniary interests

3.1 These are defined by regulation as:

- (a) Employment, trade, profession or vocation of a relevant person\* for profit or gain
- (b) Sponsorship –payment or provision of any other financial benefit (other than by the Council) within the 12 months prior to giving notice for inclusion in the register in respect of expenses incurred by you in carrying out duties as a member or towards your election expenses (including payment or financial benefit from a Trade Union).
- (c) Undischarged contracts between a relevant person\* (or a firm in which they are a partner or a body corporate in which they are a director, or in the securities of which they have a beneficial interest) and the Council for goods, services or works.
- (d) Beneficial interests in land in the borough.
- (e) Licence to occupy land in the borough for one month or more.
- (f) Corporate tenancies – any tenancy, where to the member's knowledge, the Council is landlord and the tenant is a firm in which the relevant person\* is a partner, a body corporate in which they are a director, or in the securities of which they have a beneficial interest.
- (g) Beneficial interest in securities of a body where:
  - (a) that body to the member's knowledge has a place of business or land in the borough; and
  - (b) either:
    - (i) the total nominal value of the securities exceeds £25,000 or 1/100 of the total issued share capital of that body; or
    - (ii) if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which the relevant person\* has a beneficial interest exceeds 1/100 of the total issued share capital of that class.

\*A relevant person is the member, their spouse or civil partner, or a person with whom they live as spouse or civil partner.

### 4. Other registerable interests

4.1 The Lewisham Member Code of Conduct requires members also to register the following interests:

- (a) Membership or position of control or management in a body to which you were appointed or nominated by the Council
- (b) Any body exercising functions of a public nature or directed to charitable purposes, or whose principal purposes include the influence of public opinion or policy, including any political party
- (c) Any person from whom you have received a gift or hospitality with an estimated value of at least £25.

## 5. Non registerable interests

- 5.1. Occasions may arise when a matter under consideration would or would be likely to affect the wellbeing of a member, their family, friend or close associate more than it would affect the wellbeing of those in the local area generally, but which is not required to be registered in the Register of Members' Interests (for example a matter concerning the closure of a school at which a Member's child attends).

## 6. Declaration and impact of interest on members' participation

- 6.1. Where a member has any registerable interest in a matter and they are present at a meeting at which that matter is to be discussed, they must declare the nature of the interest at the earliest opportunity and in any event before the matter is considered. The declaration will be recorded in the minutes of the meeting. If the matter is a disclosable pecuniary interest the member must take not part in consideration of the matter and withdraw from the room before it is considered. They must not seek improperly to influence the decision in any way. **Failure to declare such an interest which has not already been entered in the Register of Members' Interests, or participation where such an interest exists, is liable to prosecution and on conviction carries a fine of up to £5000**
- 6.2. Where a member has a registerable interest which falls short of a disclosable pecuniary interest they must still declare the nature of the interest to the meeting at the earliest opportunity and in any event before the matter is considered, but they may stay in the room, participate in consideration of the matter and vote on it unless paragraph 6.3 below applies.
- 6.3. Where a member has a registerable interest which falls short of a disclosable pecuniary interest, the member must consider whether a reasonable member of the public in possession of the facts would think that their interest is so significant that it would be likely to impair the member's judgement of the public interest. If so, the member must withdraw and take no part in consideration of the matter nor seek to influence the outcome improperly.
- 6.4. If a non-registerable interest arises which affects the wellbeing of a member, their, family, friend or close associate more than it would affect those in the local area generally, then the provisions relating to the declarations of interest and withdrawal apply as if it were a registerable interest.
- 6.5. Decisions relating to declarations of interests are for the member's personal judgement, though in cases of doubt they may wish to seek the advice of the Monitoring Officer.

## 7. Sensitive information

- 7.1. There are special provisions relating to sensitive interests. These are interests the disclosure of which would be likely to expose the member to risk of violence or intimidation where the Monitoring Officer has agreed that such interest need not be registered. Members with such an interest are referred to the Code and advised to seek advice from the Monitoring Officer in advance.

## 8. Exempt categories

- 8.1. There are exemptions to these provisions allowing members to participate in decisions notwithstanding interests that would otherwise prevent them doing so. These include:-
- (a) Housing – holding a tenancy or lease with the Council unless the matter relates to your particular tenancy or lease; (subject to arrears exception)
  - (b) School meals, school transport and travelling expenses; if you are a parent or

guardian of a child in full time education, or a school governor unless the matter relates particularly to the school your child attends or of which you are a governor

- (c) Statutory sick pay; if you are in receipt
- (d) Allowances, payment or indemnity for members
- (e) Ceremonial honours for members
- (f) Setting Council Tax or precept (subject to arrears exception).

## **9. Report author and contact**

- 9.1. Jeremy Chambers, Director of Law and Corporate Governance  
[jeremy.chambers@lewisham.gov.uk](mailto:jeremy.chambers@lewisham.gov.uk), 020 8314 7648



## Youth Provision Task & Finish Group

### Scoping Report

**Date:** 20 September 2023

**Key decision:** No

**Class:** Part 1

**Ward(s) affected:** All

**Contributors:** Director of Law and Corporate Governance (Scrutiny Manager)

### Outline and recommendations

This report defines the role of the Task and Finish Group (TFG) and the scope of the review.

The TFG is asked to:

- consider and comment on the content of the report;
- agree the intended outcomes of the review proposed at part 6 of the report;
- agree the Key Lines of Enquiry recommended at part 8 of the report;
- agree the indicative timetable for the completion of the review in Appendix B; and
- agree its focus to be youth work as defined by the National Youth Agency.

### Timeline of engagement and decision-making

The subject of this TFG was proposed by Cllr Huynh.

The subject and membership of the TFG were agreed by Overview & Scrutiny Committee on 4 July 2023.

The TFG discussed the scope of its review informally on 25 July 2023.

Members of the TFG met with the Young Mayor's Team to discuss youth provision in the context of scoping their review on 31 July 2023.

Cllr Huynh, the Executive Director for Children and Young People and the Director of Families, Quality and Commissioning have been consulted on drafts of this report.

## 1. Summary

1.1. This report asks the TFG to consider and finalise the scope of its review.

## 2. Recommendations

2.1. The TFG is asked to:

- consider and comment on the content of the report;
- agree the intended outcomes of the review proposed at part 6 of the report;
- agree the Key Lines of Enquiry recommended at part 8 of the report;
- agree the indicative timetable for the completion of the review in Appendix B; and
- agree its focus to be youth work as defined by the National Youth Agency.

## 3. The role of the Task & Finish Group

3.1. The role of the TFG is to review youth provision in Lewisham, learn from expertise and good practice and identify feasible opportunities to increase youth provision participation and impact. Its review will culminate in the submission of a report and recommendations to the Mayor and Cabinet.

3.2. The proforma for the TFG, written by the proposing councillor, can be found at **Appendix A**.

## 4. Context

### The Council's statutory functions

- 4.1. Under Section 507B of the Education Act 1996, the Council must, as far as reasonably practicable, secure sufficient educational and recreational leisure-time activities (and facilities for such activities) for the improvement of the well-being of residents aged 13 to 19 years (or up to 24 years with Special Educational Needs or Disabilities (SEND)). The Council may charge for its provision.
- 4.2. The element of the duty regarding reasonable practicability is key: in a context of reduced local government funding, a number of local authorities no longer fund a youth service.
- 4.3. The relevant statutory guidance<sup>1</sup> states that while all young people benefit from additional opportunities and support, some, particularly the most disadvantaged and vulnerable, need specific additional and early help to address their challenges and realise their potential.
- 4.4. The Guidance describes the Council's duty as being to secure, so far as reasonably practicable, equality of access for all young people to the positive, preventative and early help they need to improve their well-being, including youth work and other services that:
- a. connect young people with their communities, enabling them to belong and contribute to society, including through volunteering, and supporting them to have a voice in

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<sup>1</sup> 'Statutory Guidance for Local Authorities on Services and Activities to Improve Young People's Well-being' (Department for Education, 2012) <https://www.gov.uk/government/publications/statutory-guidance-to-improve-young-peoples-well-being> accessed 9 August 2023



- decisions which affect their lives;
- b. offer young people opportunities in safe environments to take part in a wide range of activities through which they can develop a strong sense of belonging, socialise safely with their peers, enjoy social mixing, experience spending time with older people, and develop relationships with adults they trust;
  - c. support through which young people build the capabilities they need for learning, work and the transition to adulthood – communication, confidence and agency, creativity, managing feelings, planning and problem solving, relationships and leadership and resilience and determination;
  - d. improve young people’s physical and mental health and emotional well-being;
  - e. help those young people at risk of dropping out of learning or not achieving their full potential to engage and attain in education or training; and
  - f. raise young people’s aspirations, build their resilience, and inform their decisions – and thereby reducing teen pregnancy, risky behaviours such as substance misuse and involvement in crime and anti-social behaviour.
- 4.5. The Act requires the Council, before taking action to provide activities or facilities, to consider and consult appropriate persons regarding whether it would be expedient for the proposed action to be taken by another person; and, if the council considers it so, to enter into an agreement or make arrangements with such a person for that purpose.
- 4.6. The Council must also take steps to ascertain the views of relevant young people regarding the activities and facilities in the borough, the need for any additional activities or facilities, and access to such activities and facilities, and secure that those views are taken into account. The Guidance recommends local authorities maintain structured arrangements for doing so and that young people be enabled to report at least annually on the quality and accessibility of provision and, as appropriate, be actively involved in service design, delivery and governance.
- 4.7. The Council is required to publicise up-to-date information about the positive leisure-time activities and facilities in the borough.
- 4.8. What services and activities the Council should provide is not prescribed, but the Guidance recommends local authorities take the strategic lead to work with young people, the voluntary sector, health and wellbeing boards, schools and colleges and agencies including health and the police to:
- a. understand the views and needs of young people, particularly the most disadvantaged and vulnerable, taking full account of equality and diversity issues;
  - b. enable parents and communities to meet young people’s needs wherever possible, and engage businesses and other employers to contribute funding and expertise to help enhance and sustain local provision;
  - c. plan how aspirational personal and social development programmes, including the National Citizen Service, and youth work and youth workers can contribute to meeting the needs of young people and reduce demand for more specialist services;
  - d. determine the mix of open access, targeted, preventative and specialist provision needed to meet local needs, and how to integrate all services around young people;
  - e. decide what facilities are needed and how to make these available and accessible, wherever possible, to meet local needs, and how to integrate all services around young people;
  - f. determine which services and facilities need public funding and which can be secured through other means so that public funding is targeted primarily on young people at risk of poor outcomes;
  - g. determine which services and facilities can be delivered by third parties so that the local authority delivers directly only where it is clearly best placed to do so;

- h. plan how to best support and grow the role of voluntary, community, and faith organisations, including through a transparent commissioning process, given the benefits the sector can bring to work with young people, families and communities;
  - i. agree priorities for publicly funded services and facilities with local partners and how these can be most effectively and efficiently delivered, including considering with their employees the options for them to set up and transfer into a public service mutual in line with their 'Right to Provide';
  - j. ensure providers have the capacity and skills to deliver effective services to young people, by learning from good practice and developing their workforce;
  - k. publicise effectively to young people and their families the overall local offer of all services and activities available for young people locally;
  - l. put in place actively managed systems for assuring the quality of local services and driving improvement, including in response to feedback from young people;
  - m. publish at least annually details of the feedback young people have given on the quality of the local offer and of how they have influenced local decisions; and
  - n. publish at least annually, in a form that enables young people and others to hold them to account, their plans for improving young people's well-being and personal and social development, together with relevant funding and performance data.
- 4.9. Local authorities should benchmark their approach and performance relative to other similar areas to identify how they might improve impact and cost-effectiveness, and draw on available support and challenge to drive continuous improvement in the quality and impact of local services.

### **Relevant Council policy**

4.10. Relevant priorities from the Council's [Corporate Strategy](#) include:

#### Children and Young People

- We will continue the fantastic work of the last four years, supporting our schools to improve and increasing the opportunities for young people in Lewisham.
- We will ensure the most vulnerable children are protected from harm, driving improvement in children's social care and aiming to reduce the number of children coming into care through earlier targeted support for families in crisis.

#### Safer Communities

- We will reduce the number of young people who enter the criminal justice system, focusing on prevention and expanding our trauma-informed approach, championed by our Youth Offending Service.
- We will continue to focus and develop our successful public health approach to youth violence, aiming to tackle knife crime and reduce sexual exploitation across the borough.

#### Open Lewisham

- We will actively listen to our residents, being responsive to their concerns and communicative in our approach. We will co-design services with those affected by them and ensure strong consultation processes that reach out to people whose voices are seldom heard.

## Health and Wellbeing

- We will learn from our Birmingham and Lewisham African and Caribbean Health Inequalities Review, aiming to mitigate and ultimately end, structural racism and discrimination as a driver of health inequalities.
  - We will collaborate with other organisations to deliver the places, activities and programmes our residents need to feel empowered to live a physically active lifestyle.
- 4.11. Youth provision has connections with many council strategies, including the [Lewisham Education Strategy](#), [Prevention and Early Help Strategy](#), [Violence Reduction Approach](#), [Play Strategy](#) and Youth Justice Plan. In April 2023, Mayor and Cabinet agreed that officers would develop a young people's participation strategy.
- 4.12. Over the course of 2023/24 the Families Quality and Commissioning division will be reviewing and updating Lewisham's strategy on extra familial harm in line with the public health approach to youth violence. In line with the vision to develop a more integrated service for adolescents, CYP have recently bought together the Youth Justice Service and Safe Space Social Work Teams, and the aspiration is to strengthen the early support offer to children and young people in this cohort. Alongside this they will be reviewing how the current youth service contract is delivered and work with children and young people, parents/carers and partners to co-design a youth offer for that includes targeted support for the most vulnerable children.

### **Lewisham's young people**

- 4.13. There are approximately 22,400 young people in Lewisham aged 13 to 19.
- 4.14. At 2021/22, 16.8% of under 16s lived in low income families and 13.2% in absolute low income families. 890 families with children (21.8 per 1,000 pop.) are owed a duty under the Homelessness Reduction Act 2017.<sup>2</sup>
- 4.15. 465 children, 72 per 1,000 population, were in care in 2022.<sup>3</sup>
- 4.16. Lewisham schools had an overall absence rate of 6.54% in the first term of 2022/23. 21.09% of absences were persistent (10% or more of sessions missed). On both measures, Lewisham is performing better than inner London and English averages.<sup>4</sup>
- 4.17. 5.2% of Lewisham pupils have an Education, Health and Care Plan (EHCP). 5.6% of Lewisham pupils with EHCP achieve 9-5 in GCSE English and Maths and 53.7% of pupils without SEND do so. The respective average Attainment 8 scores were 11.6 and 56.7 in 2021/22.<sup>5</sup> The average Progress 8 score is 0.08. The attainment gap between children in receipt of free school meals and those not so is 15%.<sup>6</sup>

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<sup>2</sup> Public Health England, Child and Maternal Health Profile, Lewisham, <https://fingertips.phe.org.uk/profile/child-health-profiles/data#page/1/ati/402/are/E09000023> accessed 6 September 2023

<sup>3</sup> Public Health England, Child and Maternal Health Profile, Lewisham, <https://fingertips.phe.org.uk/profile/child-health-profiles/data#page/1/ati/402/are/E09000023> accessed 6 September 2023

<sup>4</sup> Lewisham Council, Children and Young People Select Committee, 'Lewisham Attendance and Children Missing Education' (19 September 2023) <https://councilmeetings.lewisham.gov.uk/documents/s111523/Attendance%20and%20CME.pdf> accessed 12 September 2023

<sup>5</sup> Department for Education, 'Local area Special Educational Needs and Disabilities report for London Borough of Lewisham', [https://lginform.local.gov.uk/reports/view/send-research/local-area-send-report?mod-area=E09000023&mod-group=AllBoroughInRegion\\_London&mod-type=namedComparisonGroup](https://lginform.local.gov.uk/reports/view/send-research/local-area-send-report?mod-area=E09000023&mod-group=AllBoroughInRegion_London&mod-type=namedComparisonGroup) accessed 6 September 2023

<sup>6</sup> LGA Research, 'Our Ambition for Children and Young People: Supporting Data Pack for London

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- 4.18. 1.5% of 16 to 17 year olds were not in education, employment or training in 2022, compared to England and London averages of 2.8% and 1.6%.<sup>7</sup> The Council does not hold data on the education, employment and training status of 6.3% of the borough's 16 to 17 year olds.
- 4.19. There were 161 per 1,000 population first time entrants aged 10-17 into the criminal justice system in 2022, versus 167 in London and 149 in England. In 2018, the rate for Lewisham was 418.<sup>8</sup>
- 4.20. In Lewisham, 23% of children in Reception are overweight or obese, rising to 41.6% in Year 6. 22.3% of children in Reception and 37.8% of children in Year 6 in England are obese or overweight and 21.9% and 40.4% are so in London.<sup>9</sup>
- 4.21. The new STI diagnosis rate (exc. Chlamydia) for under 25s in Lewisham is 1,125 per 100,000 population, versus a London average of 925.6. The teenage conception rate is 11.3 per 1,000 population, versus a London average of 9.5.<sup>10</sup>
- 4.22. In 2022/23, there were 2,175 referrals to Lewisham CAMHS, 72.6% of which were accepted.<sup>11</sup>
- 4.23. The rate of hospital admissions for mental health conditions among under 18s is 93.2 per 100,000 population, versus a London average of 75. The rate of hospital admissions as a result of self-harm among 10 to 24 year olds is 310 per 100,000 population, versus a London average of 229.7.<sup>12</sup>

### The Council's youth services

- 4.24. Since 2012, the Council has faced significant reductions in the funding available to it and has had to find savings in excess of £229m. The main case projection in the Council's Medium-Term Financial Strategy is for a budget gap – the difference between expected income and expenditure – of £15.3m to 2027/28.
- 4.25. In that context, the funding the Council provides for youth services has been sustained (in nominal terms) at around £2m, despite over £1bn being removed from local authority youth services nationally. However, the way in which youth service budget has been deployed by the Council has changed over time.

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Borough of Lewisham', [https://lginform.local.gov.uk/reports/view/lga-research/lga-research-report-our-ambition-for-children-and-young-people-supporting-data-pack?mod-area=E09000023&mod-group=AllBoroughInRegion\\_London&mod-type=namedComparisonGroup](https://lginform.local.gov.uk/reports/view/lga-research/lga-research-report-our-ambition-for-children-and-young-people-supporting-data-pack?mod-area=E09000023&mod-group=AllBoroughInRegion_London&mod-type=namedComparisonGroup) accessed 6 September 2023

<sup>7</sup> Department for Education, NEET and participation LA scorecard for Lewisham, <https://department-for-education.shinyapps.io/neet-comparative-la-scorecard/> accessed 6 September 2023

<sup>8</sup> LGA Research, 'Health and Wellbeing in Lewisham: A Focus on Children', [https://lginform.local.gov.uk/reports/view/lga-research/lga-research-report-childrens-health-and-wellbeing-in-your-area-1?mod-area=E09000023&mod-group=AllBoroughInRegion\\_London&mod-type=namedComparisonGroup](https://lginform.local.gov.uk/reports/view/lga-research/lga-research-report-childrens-health-and-wellbeing-in-your-area-1?mod-area=E09000023&mod-group=AllBoroughInRegion_London&mod-type=namedComparisonGroup) accessed 6 September 2023

<sup>9</sup> NHS, National Child Measurement Programme England, 2021/22', <https://digital.nhs.uk/data-and-information/publications/statistical/national-child-measurement-programme/2021-22-school-year> accessed 1 September 2023

<sup>10</sup> LGA Research, 'Sexual Health in Lewisham', [https://lginform.local.gov.uk/reports/view/lga-research/lga-research-report-sexual-health-in-your-area-1?mod-area=E09000023&mod-group=AllBoroughInRegion\\_London&mod-type=namedComparisonGroup](https://lginform.local.gov.uk/reports/view/lga-research/lga-research-report-sexual-health-in-your-area-1?mod-area=E09000023&mod-group=AllBoroughInRegion_London&mod-type=namedComparisonGroup) accessed 6 September 2023

<sup>11</sup> Lewisham Council, Children and Young People Select Committee, 'Children and Young People's Wellbeing and Mental Health Update Report' (15 June 2023), <https://councilmeetings.lewisham.gov.uk/documents/s109899/CYP%20Emotional%20and%20Mental%20Health.pdf> accessed 6 September 2023

<sup>12</sup> Public Health England, Child and Maternal Health Profile, Lewisham, <https://fingertips.phe.org.uk/profile/child-health-profiles/data#page/1/ati/402/are/E09000023> accessed 6 September 2023

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- 4.26. Today, the majority of the Council's youth provision is commissioned from Youth First, while the Young Mayor's Team provides youth engagement and participation and the Council additionally funds respite break support (including specific youth provision) for disabled children, adventure playgrounds and the Lewisham Young Leadership Academy. Independent providers also operate in the borough.
- 4.27. Following a review of the Council's adventure playgrounds, which are currently operated by Youth First, a decision is due at Mayor and Cabinet on in November 2023 regarding their leasing and operation following the adoption of the Play Strategy.
- 4.28. The Council's main youth service contract may be retendered as soon as 2025/26.

## 5. Methodology

- 5.1. The TFG will be run as a project, utilising an *agile* methodology, and is intended to be:

*Collaborative* – scrutiny officers, directorate officers and councillors working together to address a topical issue of concern, using a shared space on MS Teams

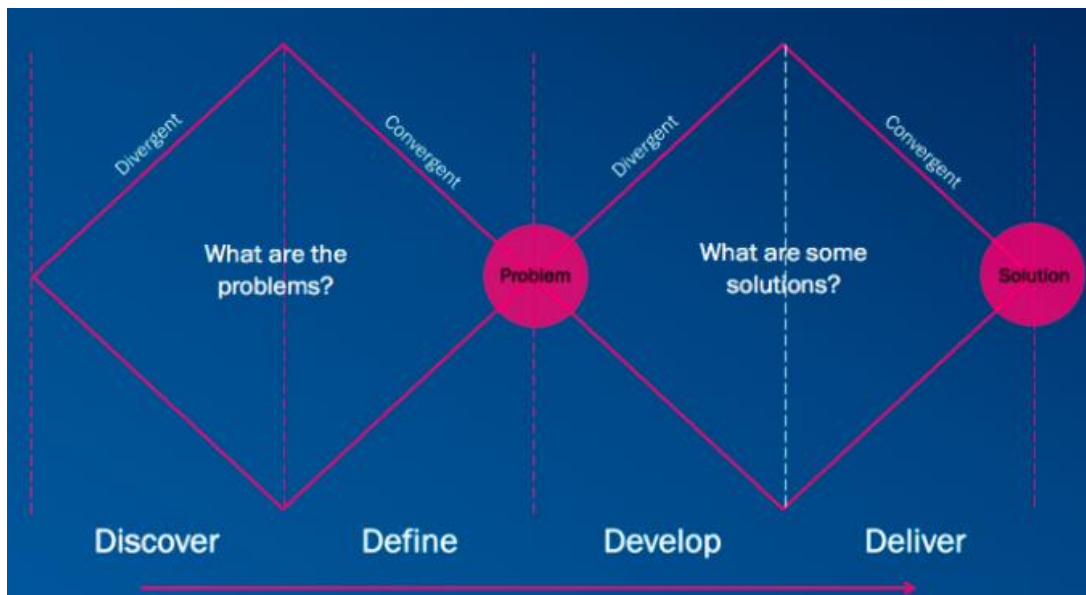
*Time limited* – to suggest solutions in a timely manner, with allocated tasks, progress checks and deadlines

*Flexible* – with a mixture of formal and informal meetings, visits, research, user engagement etc

*Focussed on residents* – service user experience is key, the issue will be clearly defined, and solutions suggested, on the basis of understanding residents' experience

*Focussed on solutions* – the aim is to take evidence from a wide range of sources and good practice to develop affordable, practical solutions that are evidence based and implementable and that will have a positive impact on the lives of residents.

- 5.2. A 'double diamond' approach will be taken which will split the project into two parts (diamonds). The first part is the 'discovery' stage. The issue (the topic of the TFG) is the starting point and then research and evidence collection is carried out to really understand the issue and define it more clearly. Once the issue is well understood and well defined, the second stage begins. Further research and evidence collection is carried out, seeking inspiration from elsewhere and working with a range of different stakeholders and experts to investigate potential solutions. Then a clear set of recommendations can be produced.



## 6. Nature of expected outcomes

- 6.1. The Task and Finish group will seek to:
- a. understand and capture the views and needs of young residents;
  - b. understand youth work and the benefits it can deliver;
  - c. understand and evaluate the local offer;
  - d. identify good practice; and
  - e. identify and recommend feasible options to increase youth provision participation and impact in Lewisham.

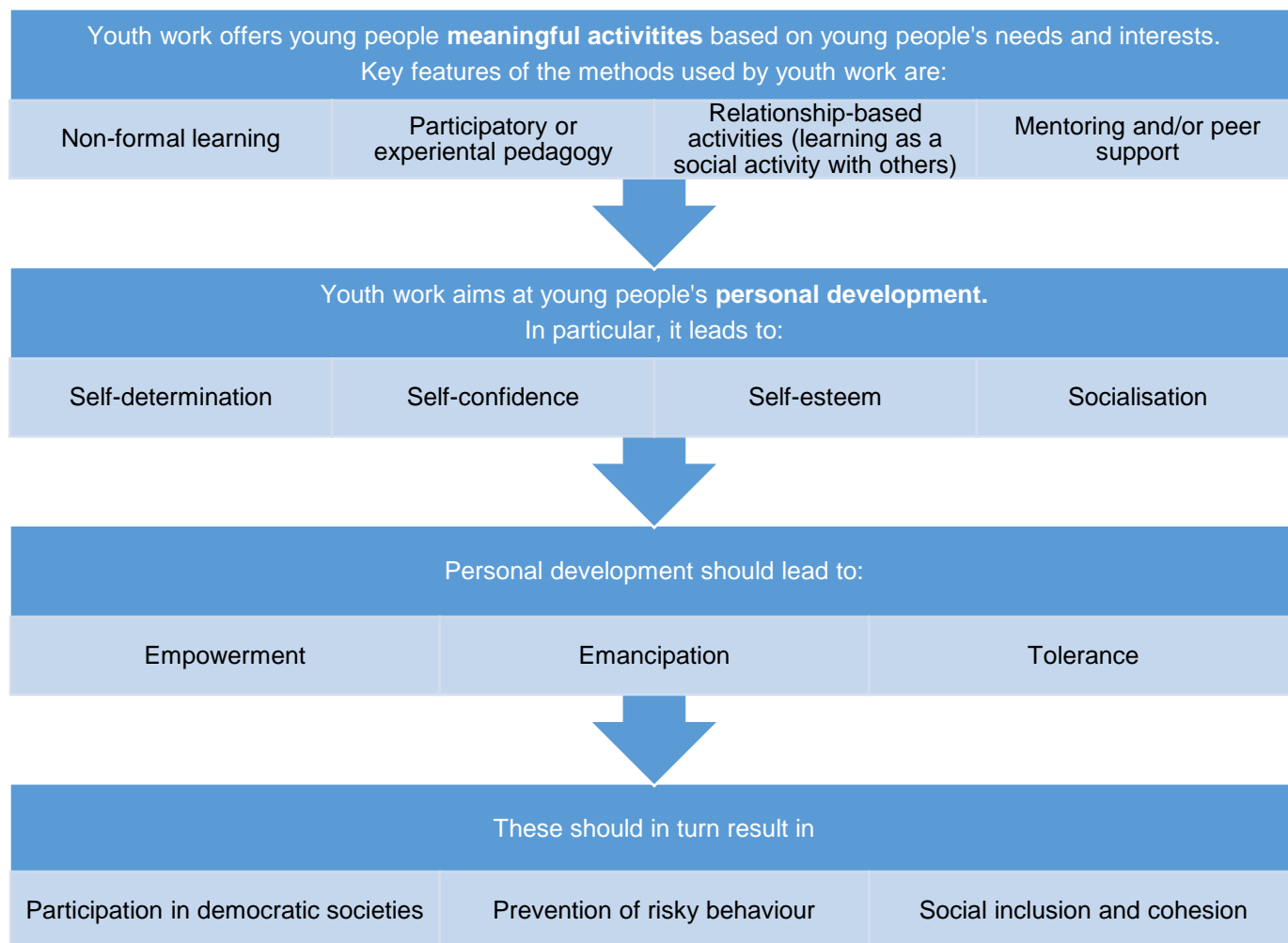
## 7. Scope

- 7.1. There is no single settled definition of ‘youth provision’ or ‘youth work’. There are overlaps between youth work/provision and other fields such as formal education, social work, health, justice, sports, guidance and counselling, and culture. Despite this, however defined, youth work is usually described in terms of a way of working with young people with an underpinning purpose.<sup>13</sup>
- 7.2. According to England’s National Youth Agency, the key purpose of youth work is to, *‘Enable young people to develop holistically, working with them to facilitate their personal, social, emotional and educational development, to enable them to develop their voice, influence and place in society and to reach their full potential.’*<sup>14</sup>
- 7.3. The National Youth Agency’s definition aligns with definitions used across Europe. A study undertaken for the European Commission identified three distinguishing features of youth work: a focus on young people, personal development and voluntary participation. The study found, despite a variety of definitions, that the following characteristics were frequently cited when describing youth work across EU Member

<sup>13</sup> Marshall et al., ‘Research to inform youth work strategy’ (Welsh Government, 2021) <https://www.gov.wales/research-inform-development-youth-work-strategy> accessed 4 August 2023

<sup>14</sup> National Youth Agency, ‘Youth Work in England: Policy, Practice and the National Occupational Standards’ (2020) <https://s3.eu-west-1.amazonaws.com/assets.nya2.joltrouter.net/wp-content/uploads/2023/07/24093154/NOS-documents-0723.pdf> accessed 4 August 2023

States, which at the time included the United Kingdom:<sup>15</sup>



7.4. Therefore, **the Task and Finish Group is recommended** to focus its review on youth work which accords with the National Youth Agency's definition, including targeted and specialist youth provision, rather than other activities provided for young people where the purpose of holistic personal development is subordinate to other objectives – e.g., sporting activities where improving sporting performance is paramount. Nevertheless, such activities are likely to deliver some of the same benefits as youth work as defined by the National Youth Agency and should be given due regard as important context during the review.

## 8. Key Lines of Enquiry

### Phase [diamond] 1

1. What is the local and national policy context?
2. What benefits can youth services deliver?
3. What do young people want and need from youth services?
4. What youth provision is available in Lewisham and how is it funded?

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<sup>15</sup> Dunne et al., 'Working with young people: the value of youth work in the European Union' (European Commission, 2017) [https://ec.europa.eu/assets/eac/youth/library/study/youth-work-report\\_en.pdf](https://ec.europa.eu/assets/eac/youth/library/study/youth-work-report_en.pdf) accessed 4 August 2023

5. How does the system of youth provision in the borough operate and what is the Council's role within it?
6. Who stands to benefit the most from participating in youth provision?
7. Who currently participates, and what are the barriers to participation, in youth provision?

## **Phase [diamond] 2**

8. How can participation in youth provision be increased in Lewisham, particularly by those who stand to benefit the most?
9. How should the local system of youth provision operate and what should the Council's role in it be?
10. How can the local offer be improved to better meet the needs and aspirations of young people in Lewisham, particularly the most disadvantaged, now and in the future?
11. How can youth provision improvement be funded?

## **9. Stakeholder engagement**

- 9.1. The TFG should take evidence from the Cabinet Member for Children and Young People and relevant council officers; youth service providers, staff and current and former service users; and young people.
- 9.2. To develop a baseline understanding of the local situation, the TFG should begin its review by taking evidence from the Council and Youth First.
- 9.3. It will also likely be useful for the TFG to hold a final evidence session with the portfolio holder and relevant officers in order to discuss any outstanding lines of enquiry and the review's key findings. The TFG should consider testing its key findings and recommendations with young people, such as the Young Mayor and Advisors, also.
- 9.4. To understand the views and needs of young residents – both those who are and are not engaged with youth services – the TFG should undertake primary research using appropriate methodologies. The Scrutiny Manager is engaging with council officers regarding such methodologies.

## **10. Sources of Evidence**

- 10.1. The TFG should undertake desk-based research, stakeholder research, collect written and oral evidence, and conduct site visits within and outside the borough.
- 10.2. The TFG should engage experts from the youth work sector and academia, particularly in relation to the recommended key lines of enquiry regarding the benefits of youth work and good practice. Potential expert witnesses include representatives of the National Youth Agency, potential employers of young people, academics from Kings College London who have conducted extensive research on youth work, including youth work evaluation methodologies, and youth work providers and practitioners from both within and outside the borough.
- 10.3. The TFG should issue a public call for evidence to enable any interested persons who wish to make a submission to the review to do so.

## **11. Timeframe and resources**

- 11.1. The TFG is expected to conclude its work in no more than nine months. An indicative timeline of key milestones is set out in Appendix B.
- 11.2. The TFG will be supported by a Scrutiny Manager, who also supports two other scrutiny committees. The Scrutiny Manager will provide policy, research and administrative advice and support.

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- 11.3. The TFG will collect written and oral evidence from relevant council officers and may seek professional advice from relevant officers informally *ad hoc*.

## **12. Financial implications**

- 12.1. There are no direct financial implications arising from the implementation of the recommendations in this report. Elements of the work of the Task and Finish Group may have financial implications and these will need to be considered in due course.

## **13. Legal implications**

- 13.1. The Council's Constitution provides at paragraph 6.11, Article 6 that the Overview and Scrutiny Committee may from time to time appoint sub-committees, to be known as task and finish groups which will exist for a period of no less than 3 months, nor more than 12 months from the date of their creation. It further adds that "Any task and finish group shall consist of 5 members and be established for the purpose of examining a particular issue in depth. The terms of reference of any task and finish group shall be agreed by the Overview and Scrutiny Committee which shall also appoint members to it."

## **14. Equalities implications**

- 14.1. The Equality Act 2010 brought together all previous equality legislation in England, Scotland and Wales. The Act included a new public sector equality duty, replacing the separate duties relating to race, disability and gender equality. The duty came into force on 6 April 2011. It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 14.2. The Council must, in the exercise of its functions, have due regard to the need to:
- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
  - advance equality of opportunity between people who share a protected characteristic and those who do not.
  - foster good relations between people who share a protected characteristic and those who do not.
- 14.3. There may be equalities implications arising from activities undertaken by the Task and Finish Group and it will need to give due consideration to this.

## **15. Climate change and environmental implications**

- 15.1. There are no direct climate change or environmental implications arising from the implementation of the recommendations in this report. Matters considered by the Task and Finish Group may have climate change implications and the Task and Finish Group will need to give due consideration to this.

## **16. Crime and disorder implications**

- 16.1. There are no direct crime and disorder implications arising from the implementation of the recommendations in this report. Matters considered by the Task and Finish Group may have crime and disorder implications and the Task and Finish Group will need to give due consideration to this.

## **17. Health and wellbeing implications**

- 17.1. There are no direct health and wellbeing implications arising from the implementation of the recommendations in this report. Matters considered by the Task and Finish Group may have health and wellbeing implications and the Task and Finish Group will need to give due consideration to this.

## **18. Report author and contact**

- 18.1. If you have any questions about this report please contact: Benjamin Awkal, 020 8314 6000 (ext. 46147), [benjamin.awkal@lewisham.gov.uk](mailto:benjamin.awkal@lewisham.gov.uk)

Appendix A – Task and Finish Group Proforma

Appendix B – Indicative Timeline of Key Milestones

# Overview and Scrutiny



## Task and Finish Group Proforma

This proforma has been designed to capture the information that the Overview and Scrutiny Committee will need in order to decide which task and finish groups to establish.

This proforma can be completed by individual councillors on their own or by colleagues working together and support is available. If you would like support in completing this proforma, you can approach the Chair of Overview and Scrutiny, one of the Select Committee Chairs or any member of the Scrutiny team.

<p><b>Proposed title</b>  <i>This should be written as a question. What is the main question that you are looking to answer? Ideally use "how" i.e. "How can we improve.....XXX?"</i></p>	<p><b>How can we join up youth provision across the borough to ensure an accessible offer for all and how can we prepare young people for opportunities in the future?</b></p>
<p><b>Overview</b>  <i>Provide 2-3 sentences explaining the proposed investigation in more detail including the key areas that you are proposing to look at.</i></p>	<p>This TFG will seek to address these challenges by investigating:</p> <ol style="list-style-type: none"> <li>1. What is the current landscape of youth provision (up to age 25) across the borough and where are the gaps (looking at universal, targeted, and specialist provision)?</li> <li>2. How can we join up the Lewisham youth provision 'offer' more comprehensively, develop partnership opportunities, and make it more accessible?</li> <li>3. How can we provide young people opportunities to be exposed to the jobs of the future e.g. in AI, analytics, coding etc?</li> </ol>
<p><b>Reason for proposal</b>  <i>Why do you think that a task and finish group is the most appropriate way to address this issue / answer this question? Where has the suggestion come from? (i.e. through resident engagement, casework, external inspection, performance information.)</i></p>	<ul style="list-style-type: none"> <li>• Youth provision is not a statutory service so it is often overlooked and, in many boroughs, cut all together. This is a shame as it is a key part in reducing the number of NEETS and lack of a youth service means young people are instead exposed to negative influences after school hours and during the school holidays.</li> <li>• Lewisham admirable has kept it's youth service but it is currently fragmented between Youth First and many other providers. There currently is no accessible overview of all the different providers, what they provide and when.</li> <li>• This makes it difficult for young people to access but it is also difficult for the council to spot gaps in the provision and also opportunities for shared services and joint funding proposals.</li> <li>• It is also the case that there are missed opportunities for collaboration and shared best practice across the youth sector in Lewisham – especially when it comes to looking to the future of youth service and how it can help provide exposure to opportunities and the jobs of the future.</li> <li>• This rationale has been borne out by previous experience as a teacher, being a school governor, and working with young people through my roles in Youth First and being on the board of the Lewisham Youth Theatre as well as</li> </ul>

	<p>speaking to young people at the Bank of Things, Circle Collective, and through the mayor advisors.</p>
<p><b>Policy Context</b>  <i>How does the proposal support delivery of the Lewisham Corporate Strategy; national/regional policies, initiatives; legislation etc.</i></p>	<ul style="list-style-type: none"> <li>• Have reached out to Chris Barnham and Luke Sorba – have been encouraged to go forward as it will be both timely and useful in feeding into the Youth Strategy for the council.</li> <li>• Committed to involving young people in this process and will involve the Young Mayor team and advisors.</li> <li>• We need to continue to reflect on how we can better deal on our manifesto commitments to improve early support to enable all children to thrive, and protect young people with a public health approach to tackling exploitation or violence.</li> <li>• Links to reducing the number of NEETs (not in education, employment, or training) is a priority and so will have already reached out to the Lewisham Works team.</li> <li>• In terms of future opportunities (the 3<sup>rd</sup> research question), there are links with Goldsmiths which last year one of the first winners of the The Alan Turing Institute’s Network Development Awards. As part of that award, they will work to establish/grow an engaged and diverse community working (at all career stages) in data science and AI research – a chance for our borough to help provide that diverse STEM pipeline that organisations are looking for.</li> <li>• Connect with the Young Leaders Academy to see what best practice we can learn from them in terms of supporting young black people and to explore the collaborations (between different youth providers) that would enhance that support.</li> <li>• If this TFG is selected, will be asking the scrutiny manager to do a landscape analysis of other policy connections/overlaps (e.g. exploring connections with the cultural strategy, community centres/asset management to see if there are other resources we can unlock for young people).</li> </ul>
<p><b>Criteria for the investigation</b>  <i>(Essential)</i></p> <ul style="list-style-type: none"> <li>• <i>Is the proposed investigation timely? Why?</i></li> <li>• <i>Is it a strategic and significant issue? How?</i></li> <li>• <i>Is it of concern to one or more sections of the population? Who?</i></li> </ul> <p><i>(Desirable)</i></p> <ul style="list-style-type: none"> <li>• <i>Is the issue of concern to partners or stakeholders? How?</i></li> <li>• <i>Will the investigation add value in terms of improving the council’s or partner’s performance or service delivery? How?</i></li> <li>• <i>Will the investigation be duplicating any other work? What?</i></li> <li>• <i>What control or influence does the Council have in this area?</i></li> </ul>	<ul style="list-style-type: none"> <li>• Proposed investigation is timely as we have contacts up for re-tending (e.g. Youth First and with Adventure Playgrounds) and also new sites for young people opening up soon (e.g. Riverside) so having a TFG happen beforehand would provide useful research into how we can provide a more comprehensive and joined up offer for young people in our borough.</li> <li>• It is strategic and significant as Youth Service is currently a fragmented mix of legacy and new providers. Without a look at the whole borough provision, we are missing opportunities for joined-up work and simply accepting managed decline.</li> <li>• This work is of course of primary concern to the young people of our borough – especially those who are most vulnerable. As part of this TFG, we will be looking at what our universal offer is (e.g. available/open to all), what are targeted offer is (e.g. to young people at risk of exclusion, to young carers etc), and what are specialist offer is (e.g. in specialist areas such as mental health)– this will help us better understand what is actually being offered to the most vulnerable young people in our borough. We have a real opportunity for innovative partnership work and improvement of partner’s performance.</li> <li>• This is also a concern of the youth providers across the borough who have questions about resourcing and how that is shared across our whole borough to ensure that there is youth provision accessible in all wards.</li> </ul>

	<ul style="list-style-type: none"> <li>• This investigation will add value in terms of identifying the gaps and also the collaboration opportunities (e.g. shared service provision, joint funding opportunities, coordinated scheduling across youth service providers) – which will improve the service delivery across our borough and make it a more comprehensive and joined up offer for our young people.</li> <li>• This investigation does not duplicate other work and in fact, the CYP chair has said that he has been pushing for this for a long time.</li> <li>• The council has contact/influence through tendering contracts but also through asset management (utilising our assets to provide spaces for young people).</li> </ul>
<b>Sources of evidence</b> <i>Do you have any thoughts/ideas on where you might gather evidence from? e.g. research or site visits. (Officers will be able to recommend suggestions and help with this.)</i>	<ul style="list-style-type: none"> <li>• Site visits at the places where youth provision is carried out across our borough.</li> <li>• Surveys with young people/work with Young Mayor etc.</li> <li>• Visit to a coding camp, summer computer science courses for students across the summer holidays.</li> <li>• Experts in youth provision (organisations, big tech companies, how Lewisham can attract investments).</li> <li>• Schools visits/speaking to young people</li> </ul>
<b>Co-optees / Technical advisors?</b> <i>Would the task and finish group benefit from having expert input such as an academic or local expert?</i>	<ul style="list-style-type: none"> <li>• Camilla – Youth Worker at XLP (urban youth charity working in our borough) to be a co-optee.</li> <li>• Edison has identified contacts who are involved in tech to advise how young people could be exposed to opportunities of the future and act as technical advisors (esp for 3<sup>rd</sup> research question).</li> <li>• Representatives from tech/philanthropic arms to act as technical advisors and who could review the final report.</li> </ul>
<b>Suggested timeframe</b> <i>Do you estimate / suggest that the investigation take 3, 6, 9 or 12 months? Outline your suggested timetable for evidence gathering.</i>	<ul style="list-style-type: none"> <li>• 9 months.</li> <li>• July: kick off public meeting – scope out work (invite young mayor and advisors too). Attend the Lewisham Youth Summit already planned where all the youth providers across the borough will be present. Make connections and introduce the idea.</li> <li>• Over summer holidays: Lewisham site visits across borough.</li> <li>• September: private meeting to discuss findings. (ask scrutiny managers to invite certain organisations).</li> <li>• October: more site visits over half term (in other London boroughs)</li> <li>• November-December: interviews with youth providers outside of the borough and with providers who focus on reducing NEETs</li> <li>• January: (mid-public meeting) discuss findings. Have an expert speaker involved to speak about future tech trends and how to prepare young people for them.</li> <li>• February-March: private meetings/write up of findings and recommendations</li> <li>• April: public meeting to share findings and recommendations</li> </ul>
<b>Equalities Impact</b> <i>Identify any equalities issues that might be applicable.</i>	<ul style="list-style-type: none"> <li>• Want to make sure the youth provision in the borough remains accessible to all so any recommendations would include a EDI assessment. The report will also align and be compliant with broader Lewisham duties regarding EDI ('A Fairer Lewisham Duty')</li> </ul>
<b>Councillor(s) submitting the proposal</b> <i>Please list the names of the submitting councillor(s)</i>	Edison Huynh has submitted. Those who have agreed to be on board so far: Yemisi, Rudi, Aisha.

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## Indicative Timeline of Key Milestones

<b>When</b>	<b>What/who</b>	<b>How</b>
20 September 2023	TFG agrees scope	Formal public meeting
October – December 2023	Evidence from the council and local providers re local policy, provision and participation	Written requests and informal evidence sessions
October 2023 – January 2024	Visits to youth services within Lewisham	Physical visits
November 2023 – February 2024	Evidence from external experts re the benefits youth provision can deliver, how it should be planned, coordinated, delivered and evaluated and who stands to benefit the most from participation	Secondary research  Written requests and informal evidence sessions
November 2023 – February 2024	Understanding views, aspirations and needs of young people	Primary and secondary research (primary methodology TBC)
November 2023 – February 2024	Public call for evidence	Promoted webpage
February – April 2024	Evidence from other local authorities and non-Lewisham providers re providing sufficient and effective youth services	Secondary research  Written requests, informal evidence sessions and site visits
April 2024	Exploration of any further lines of enquiry	Written requests and informal evidence sessions
April or May 2024	Wash-up session with council executive	Informal evidence session
May – June 2024	Development of recommendations and report	Informal
June 2024	Agreement of final report and recommendations	Formal public meeting

Note: desk-based research will be undertaken to address certain lines of enquiry and so that the TFG is briefed prior to evidence sessions.