

**Manchester City Council
Report for Information**

Report to: Children and Young People Scrutiny Committee – 22 June 2022

Subject: Youth and Play Update (including the Holiday Activities and Food (HAF) Programme)

Report of: Strategic Director (Neighbourhoods)

Summary

The report provides an update on Manchester’s Youth & Play offer and gives an overview of the activities that have been available across the city, throughout the school holiday periods. This encompasses the offer from wider partners and stakeholders, including the Holiday Activities and Food programme (HAF) funded by the DfE and targeted at children and young people who are eligible for Free School Meals.

Recommendations

Scrutiny members are asked to note the report and comment on the information provided.

Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

The youth, play and participation teamwork with all partners to support the achievement of a zero-carbon city. Young people from Manchester Youth Council and those involved in the Skills for Life programme have produced several resources to be used across youth, play and education providers which enables young people to think about their carbon footprint and support reductions for a cleaner, safer environment.

Our Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Through the city’s varied youth offer, young people have opportunities and access to activities which contribute towards their personal, social, and economic wellbeing. Developing and strengthening local partnerships to create opportunities for our young people to learn, be active and have fun in their free time.

<p>A highly skilled city: world class and home-grown talent sustaining the city's economic success</p>	<p>Through the city's varied youth offer young people have opportunities to develop their life skills to succeed in education and employment, and have opportunities to increase aspirations, achieve and gain economic independence.</p> <p>Young people have opportunities to develop key skills for life which include communication, problem solving, teamwork, self-belief, and self-management</p>
<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>Young people have opportunities which enable them to think progressively and build resilience underpinned by the principles of equality and acceptance.</p> <p>Young people have access to good quality youth and play provision within their neighbourhoods which encourages a sense of belonging, develops their identity, and ensure their voices are heard</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>Young people have opportunities to live, lead and enjoy safe, active, and healthy lives.</p> <p>Young people understand the impact they can make within their neighbourhoods, and the wider community</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>Young people are listened to, valued, and connected across their neighbourhoods and city.</p> <p>Young people inform continuous improvement and are involved in service design, delivery, and governance.</p> <p>Young people receive the support they need to participate, ensuring representation of the full diversity of local people, and those who may not otherwise have a voice</p>

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy, please contact one of the contact officers above.

- Our Manchester Youth Offer Strategy 2020 – 2023
- Holiday Activities and Food Programme 2022

1.0 Introduction

- 1.1 At the very core of Manchester's development, its continued success, and long-term prosperity are its young people. Manchester recognises that to be in the topflight of cities by 2025, young people are, and must be, at the heart of this ambitious vision.
- 1.2 Currently in Manchester, there are approximately 125,000 young people aged between 0 and 16. There has been a 36% increase from 2001 and although the rate of growth is slowing, the overall numbers of young people continue to increase. Manchester is now widely recognised as one of the most attractive cities in the UK for young people to live, work and settle.
- 1.3 Manchester is seeking to be established as a UNICEF Child-Friendly City, where the voices, needs, priorities and rights of children are an integral part of policies, programmes, and decisions. Manchester will be a city where children have opportunities to make friends, get a good start in life, are healthy and cared for, can participate in family, cultural and community life, live in a clean environment with green spaces to play, and have fair life-chances.
- 1.4 Manchester already places great importance and emphasis on developing and growing an enriched youth offer outside of formal education, one which offers place, space, and time for young people to have access to a variety of services and activities. The offer is underpinned by quality youth and play work practice, and quality working practices with young people in both universal or targeted settings, which powerfully contribute to the development of young people's personal, social, and economic development. This report sets out the progress that is to be made in this area and the plans for the next 6 months.

2.0 Youth & Play Update

- 2.1 Our Manchester Youth Offer Strategy 2019-2023 is the City's multi-sector strategic framework jointly owned by Manchester City Council, its partners, and stakeholders, all of whom are responsible for ensuring young people have access to a high-quality youth offer, which addresses both universal and targeted needs, directly contributing to and enabling our children and young people to grow into responsible, independent, and successful adults.
- 2.2 The Council has increased the budget for youth and play activity for 2022/23 to £3.254m, which is directed to support the:
 - Youth and Play Commissioning Fund;
 - Four designated Youth Hubs;
 - Youth Council; and
 - Staffing (for commissioning, capacity building, sector engagement, and monitoring & evaluation).

Growth funding of £500k was made available by the Council in April 2022 to support an enhanced offer in neighbourhoods as part of a commitment to 'Our

Year'. In addition, a further £3.8m has been secured from the DfE for holiday activities and food provision, targeting children who are eligible for Free School Meals.

2.3 Youth and Play Commissioning

- 2.3.1 As outlined and agreed previously at Scrutiny in October 2021, the City Council is now directing funding for youth and play activity under a new model, with the Council's role to administer, manage and provide continued support to all organisations involved in the delivery of the wider youth and play offer. Following the proposals presented to scrutiny, it was agreed that the Council would extend the current commissioning arrangements for a one-year period with the same organisations, under the same monitoring requirements. New grant agreements were successfully implemented for April 1st 2022, and these are now being managed by the Youth, Play & Participation team. The first quarter results will be submitted to the Council in early July.
- 2.3.2 The transition of the activity set out in 2.3.1 and the transfer of undertakings from Young Manchester to the City Council was managed effectively and smoothly. No staff were transferred in the process; however, the service has strengthened staffing arrangements and established several new roles to ensure the Commissioning Fund is managed effectively going forward.
- 2.3.3 There are currently six Youth and Play partnerships across the city. These are led by a voluntary sector organisation. Each partnership is unique in size, numbers of members, amount of funding that they receive through the youth and play commission and history. The longest standing partnership is in East Manchester with the newest being the establishment of Network in South Manchester. The current structure of youth partnerships will be deliberated through the development of the new commissioning framework. The deliberations will aim to provide some consistency across the city whilst considering local ward and neighbourhood need.
- 2.3.4 As discussed at scrutiny in October 2021, the development of a robust Needs Analysis is necessary to direct future resources from 2023 onwards. This work has now been commissioned and Youth Focus Northwest will be undertaking this activity on behalf of the Council during June and July. Once completed, this work will be considered in detail by the Youth, Play and Participation team and discussed at with the Youth & Play Partnership meetings. Following this consultation and engagement, the final analysis will be presented to Scrutiny for consideration in September/ October 2022. This will enable the commissioning cycle to commence in the autumn for decisions in December 2022.
- 2.3.5 In advance of the implementation of new commissioning arrangements from April 2023 and following engagement with local councillors, the Youth, Play & Participation Team identified several areas where additional immediate intervention was necessary specifically related to targeted youth support and work. This is currently being explored with and between internal and external partners to determine how this can be resourced.

2.4 Youth Hubs

2.4.1 The Council continues to directly provide grant funding to the four Youth Hubs across the city. This includes the Manchester Youth Zone, Harpurhey (formerly Factory Youth Zone), Moss Side Millennium Powerhouse, Hideout Youth Zone and Woodhouse Park Lifestyle Centre. It should be noted that the operational and management models across the hubs vary considerably as do the associated funding models and anticipated outcomes.

2.4.2 **Manchester Youth Zone** - The grant funding made to Manchester Youth Zone enables them to support over 1,000 members per year by providing a range of positive activities and support services all year round. This includes employability, enterprise, sports, arts and culture, youth work, play, targeted youth support and mentoring provision etc. The grant also supports the Youth Zone leadership team to provide a 'strategic lead' function in terms of youth and play services in the north of the City. For the year 2021/22, Manchester Youth Zone engaged a total of 3,667 young people in universal and targeted youth provisions. Attendees are primarily from North, East and Central areas of the city. Wards of highest attendance at MYZ are Harpurhey, Moston, Charlestown and Miles Platting & Newton Heath

2.4.3 **Moss Side Millennium Powerhouse (MMPH)** - The grant funding made to MMPH supports the charity to develop the centre as a multiagency hub for children, young people & the wider community. The Head of Centre now chairs the Central Youth Partnership which also secured a successful consortium grant through Young Manchester's Youth and Play Fund and the VRU. The hub now provides open access, evening activities 5 days per week complimented by a range of outreach, detached and focussed daytime activities. For the year 2021/22, MMPH engaged a total of 706 young people in universal and targeted provisions. Most young people attending MMPH are residents of Moss Side and Hulme wards, with few attendances from wards in the North, East and South areas of the city (NB: there are large gaps in ward data captured for young people with the majority listed as "unknown" – this is a piece of work which we will strengthen this year). MMPH has hosted several external organisations to deliver youth work from the centre. This included football tournaments, local youth groups making use of the facilities and a young carers event.

2.4.4 **Hideout** - Building on the success of the existing Onside Youth Zone in North Manchester, the Council's Executive agreed to support the establishment of a new Youth Zone in East Manchester in December 2017. The Hideout Youth Zone is now fully operational supporting over 1200 children and young people in their first year. The hub is also providing support across the area by acting as the Licence holder for the Duke of Edinburgh's Award, enabling smaller organisations to take advantage of delivering the Award to their young people. For the year 2021/22, Hideout engaged a total of 2,690 young people throughout their universal and targeted provisions. Young people from every ward in Manchester attended provision at Hideout for this period with most young people being residents of Gorton & Abbey Hey, Longsight and Clayton & Openshaw.

2.4.5 **Woodhouse Park Lifestyle Centre** – Following a review of this facility in 2021 Wythenshawe Housing Group have entered into a further agreement with the Council for the management of this site for a further 2 years. The Housing group delivers extensive youth work at the site and satellite provision across Wythenshawe. The housing group make a significant financial contribution to the Centre with the Council providing deficit funding. Following significant impacts associated with the Pandemic the centre is now operating fully again. typically, 2,000 young people engaging at the centre of in the satellite provision each year. For the year 2021/22, Wythenshawe Community Housing Group engaged a total of 1,673 young people in universal and targeted provision. Most young people attending are residents of Woodhouse Park, Northenden and Baguley.

2.5 Youth Participation and Democracy

2.5.1 The Manchester Youth Council has began meeting in person again – the first time since the start of the pandemic. Three new Members of Youth Parliament (MYPs) were elected on a range of manifesto issues ranging from period poverty through to race and equity. The MYPs are supported by a wider group of young people who come from across the city. Plans are being explored to re-establish various programmes of work including the Shadow Executive.

2.5.2 MYC has been instrumental in the development and coordination of Manchester Day taking an active role in ensuring that the day is aligned to Our Year. Young people managed a significant part of the day, namely the activities around Piccadilly Gardens.

2.5.3 The establishment of area youth forums are being planned and it is envisioned that these will be set up by the Autumn. In the first instance, two forums will be established – one in North Manchester and the second in South Manchester. In the coming months, further forums will be developed and established ensuring that as many young people can be involved in civic engagement at a neighbourhood level.

2.6 Staffing

2.6.1 The service has established a number of new posts mainly to support with a) the commissioning of youth and play services being bought back in house, b) the additional Council investment and c) the coordination of the Holiday Activities and Food Fund. These roles include:

- Commissioning and Engagement Manager
- Holiday Activities Fund Programme Manager
- Workforce Training and Development Lead
- Quality Assurance, Impact and Monitoring Lead

Roles 3 and 4 are currently in the recruitment cycle. It is envisioned that both roles will be recruited to and in post by Autumn 2022. In addition to the above, the service has retained its core team to support with the area youth partnerships, engagement and participation and specialists' programmes.

3.0 Extra Investment

3.1 The service has recently been allocated extra investment of £500k per annum as part of the commitment to 'Our Year'. This is to support new and innovative work which can then be scaled across the city to fill gaps in provision and ensure more holistic programmes are being delivered.

3.2 Following a series of engagement sessions with the Youth and Play Partnerships and local councillors, the principles set out below have been developed to ensure the investment is deployed in the best way possible:

- **Good geographical spread** - The investment will be prioritised and deployed to ensure there is a good geographical spread of provision across the whole city. This will be informed by mapping of existing provision.
- **Needs led** - The investment will be prioritised and deployed in areas identified as having the highest needs. This will be informed by a Needs Analysis pulling together local, regional, and national data as well as numbers of young people in wards, numbers of young people engaging in youth and play provision as well as various other metrics and measures.
- **Best Placed** - The investment will be directed to organisations who are best placed to deliver against the need in each neighbourhood. This is to ensure that there is effective engagement and take up as well as inclusivity and diversity amongst those groups that are under-represented.
- **Improved Governance and Representation** - The investment will be directed to ensure that governance around area youth partnerships is strengthened, enabling more grassroots and Black, Asian and Minority Ethnic organisations to become active members of the partnerships.

3.3 It is proposed that £350,000 of the growth funding will be deployed in 2022 to test and develop the new model of commissioning that will be embedded in 2023/24 for the entire Commissioning Fund. This will involve delivering activities and programmes in the 6 local neighbourhood areas. Youth groups and organisations in each area will be encouraged to apply for funding which will be determined by a panel. The panel will be made up of 1 voluntary sector leader, 1 elected member, 1 member of the service team and 2 young people. This funding will be specifically aimed at small, micro groups and youth organisations. Work has begun on establishing area panels and it is envisioned that they will begin making funding decisions by September 2022 with final awards being made in January 2023.

3.4 It is proposed that £50,000 of the growth funding will be deployed in 2022 to establish a strong workforce development programme. The programme will seek to upskill current volunteers and paid youth and play workers across the city. This will be delivered through the employment of a dedicated officer who

will coordinate and deliver key training, learning and development programmes including but not limited to nationally recognised youth and play work qualifications, mental health first aid, governance and safeguarding. The recruitment of an officer is currently underway, and it is hoped that they will be in place by September 2022. Discussions are being had with some voluntary sector partners about how this work can be mobilised in the interim.

- 3.5 It is proposed that £100,000 of the growth funding will be deployed in 2022 to strengthen the youth participation offer that young people can access through the development and delivery of three Youth Banks across the city, which will be delivered by Black, Asian, and Minority Ethnic led organisations. Each youth bank will provide seed funding to groups and organisations in their local area on the proviso that applications are youth led and driven. Work on this strand has started with three organisations having been identified

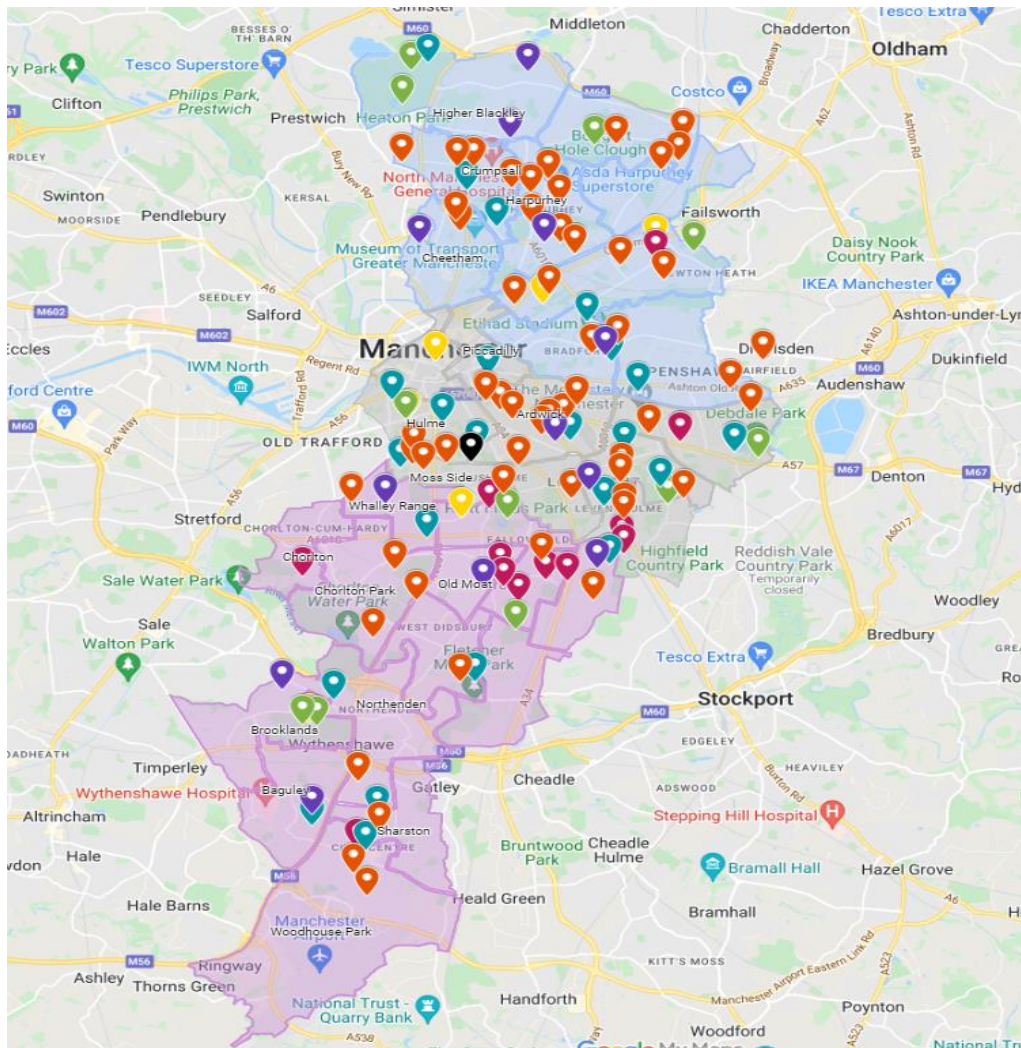
4.0 Holiday Activity Provision

- 4.1 The Youth, Play and Participation Team have adopted a collaborative approach to the delivery of holiday provision. Following the success of the summer offer in 2021, the team have continued to ensure work is undertaken across Directorates and Departments to maximise resources and provide a varied and sufficient offer for children and young people.
- 4.2 In December 2021, the DfE confirmed an additional £220m of funding for the Holiday Activity programme nationally for a period of three years. The Council has secured £3.87m for the year 2022/23. The funding is for targeted holiday provision at Easter, Summer, and Christmas periods. The confirmation of this extended funding and the associated financial stability has enabled services to expand the offer for all children and young people. Following the successful pilot in 2021/22, the team now have an established mapping system in place which allows gaps in provision to be identified and to act accordingly if further or different provision needs to be commissioned.
- 4.3 In December 2021, following the announcement of the longer-term funding, a Manchester Holiday Activity Board was established, chaired by the Strategic Director for Neighbourhoods, comprising of heads of service across the Council as well as representation from Manchester Active. The ambition for the holiday programme has been developed to:
- provide a free, daily, inclusive programme of enriching holiday activities across Manchester;
 - providing every child with the opportunity to take part in hyper-local activity of their choice at the appropriate time and place;
 - support Manchester's ambition for children to be happy, healthy, safe and successful; and
 - ensure all participants are given a hot meal based on their dietary requirements.
- 4.4 This ambition was defined to work towards ensuring that provision meets the following requirements/ criteria:

- All eligible children in Manchester to have provision within a 15-minute walk of their home.
- A city-wide offer but paying attention to Wards with high numbers of eligible children.
- A broad range of activities to be provided in several settings ranging from schools to sports clubs.
- All projects to provide each child with a nutritious lunch in line with government standards.
- A minimum of one hour's rigorous activity to be provided as part of the daily provision in line with Government guidelines.
- Young people will feel safe and secure in their chosen activity supervised by appropriately trained adults.
- All activities to be appropriate and at the right time and place.

4.5 The map below demonstrates the HAF provision across the city during the Easter holidays 2022.

	Arts & Culture	11		Supplementary Schools	1
	Out of School Providers	12		Youth & Play	60
	Outdoor Adventure	12		Schools	12
	Sport & Leisure	25			



4.6 All activities are commissioned and provided by other Council departments or external organisations including: youth partnerships, charities, and other organisations from the voluntary, community and social enterprise sector. The current offer is wide-ranging and offers eligible young people activities ranging from sport to theatre. The Council’s teams for Parks, Culture, Galleries and Libraries all provide a range of activities. This offer is provided up to four days a week over the holiday periods, including Bank Holidays in many cases.

4.7 The longer-term nature of the funding has resulted in a significant uptake in grant applications from an ever-wider variety of providers across the city. To fully involve youth providers in the commissioning process, a series of seven ‘listening conversations’ were held across the city in May 2022 at which providers were able to comment on all aspects of holiday provision. This feedback will inform future Holiday activity and HAF strategy. Over and above the HAF programme, for the June half term, £75K was allocated by the Council to 22 providers covering a wide range of cultural, sports, educational and arts activities. In terms of the summer holiday HAF provision, £1.2m has already been committed and several providers are still being encouraged to set out proposals – these will be agreed in the next few weeks.

4.8 The table below provides an overview of uptake over the last 12 months

	No. of Providers	Total Unique Participants	Total Engagements	Total Sessions	% on FSM
Easter 21	70	3297	9330	559	75
Spring 21					N/A
Summer 21	86	11542	64285	2558	69
October 21	18	1758	3807	150	N/A
Christmas 21	52	7607	16755	451	91
February 22	21	1765	4954	166	N/A
Easter 22	74	5094	20621	902	86
TOTALS	321	31063	119752	4786	82%

5.0 Conclusion and Next Steps

5.1 Significant progress has been made since the last update was provided to scrutiny in October 2021, progress includes:

- Transitioning from Young Manchester to the new model of commissioning delivery.
- Stabilising the sector with one year grant agreements
- Recruiting to key posts within the team
- Commencing the Needs Analysis
- Securing HAF funding and establishing enhanced holiday provision.

5.2 Over the next 6 months the following next steps will be progressed:

- The development of a commissioning framework, process and application process
- Decisions will have been made around which organisations have been commissioned to deliver universal youth and play services.
- Continued recruitment of key posts
- The establishment, coordination and delivery of area youth forums
- More support to groups and organisations so that they can access commissioning money and / or the Holiday Activity and Food Fund