

Youth expenditure in the GLA group

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Budget and Performance Committee Members

John Biggs	Labour (Chairman)
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The Role of the Budget and Performance Committee

The Budget and Performance Committee scrutinises the Mayor's budget proposals and holds the Mayor and his staff to account for financial and general performance.

Contacts:

Ian Williamson, Scrutiny Manager
020 7983 6541 ian.williamson@london.gov.uk

John Barry, Committee Co-ordinator
020 7983 4425 john.barry@london.gov.uk

Lisa Moore, Media Officer
020 7983 4228 lisa.moore@london.gov.uk

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Chairman's foreword



The Mayor, in his election manifesto, declared his intention if elected to prioritise work aimed at reducing youth crime, and the fear of crime. This was particularly set in the context of increased knife crime and the fear that this engendered, and also wider perceptions of youth disorder. There has, in the past year, been a reduction in serious knife crime, including murders of young people, and the reduction in recorded crime continues.

Beyond the headline of knife crime and disorder there remain many challenges for young Londoners, particularly those who fall foul of the criminal justice system but also, at a time of economic difficulty, because evidence suggests that young people will be disproportionately affected by the reduction in jobs and opportunities. Developing the potential of our young people must be a priority for any Mayor, and helping when times get tough is an additional challenge. It may be that the training and employment of young people will in the coming year become a far greater priority for the Mayor than at the time of his election, and I would be interested in seeing the administration's developing thinking in this area.

In this short study we have reviewed the Mayor's spending on and targets for young people. We find that this is essentially 'work in progress'. There is good work happening but the Mayor, in our view, needs to set clearer targets by which he may be judged, and there is additionally work to be done to better define his youth priorities - those in 'Time for Action' are fairly well defined but the wider range of youth initiatives are rather less tightly shaped. If programmes for young people are a priority then the Mayor needs to more clearly lead on these. However, it is too early to judge success or failure until greater clarity has been provided.

It is the role of scrutiny to highlight areas of weakness and for improvement. We will continue to monitor and challenge the Mayor's priorities and delivery in this area. I would like to thank, on behalf of the whole committee, those who gave evidence to us, and the many people who are working hard and productively in this area.

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

Executive summary

The Mayor of London, Boris Johnson, places a high priority on working with young people. His primary focus has been on protecting young people from violent crime and combating youth offending.

The Mayor has published a consultation entitled Time for Action, outlining several areas of work with young people. The overall aim of Time for Action is to promote safety and reduce crime among young people, but the approach adopted is to tackle the root causes of violence. Therefore, activities within Time for Action are directed at a broader range of young people's issues such as educational attainment, employment and training, and sporting and cultural opportunities.

The aim of the Committee's work and this report is to provide benchmarks with which to assess the Mayor's future progress in this important policy area. Section 2 of this report gives figures for measures of these objectives in London in 2008, and where possible for the two previous years as well. The figures show that youth offending and victimhood, absence from school, and participation in education, employment or training have been improving from 2006 to 2008. Therefore, success against the Mayor's objectives will be measured by continued improvement in these measures.

The committee recommends that the GLA group should include in its budget and corporate planning specific measures and baseline data for these youth objectives, aligning with the Mayor's priorities and strategy.

Section 3 of this report details youth-oriented activities and expenditure across the GLA group, as reported to the investigation by the GLA and the functional bodies. It identifies a wide range of work with many young people, directed at a range of objectives but principally contributing to the Mayoral priorities of youth crime and youth opportunities.

As far as possible from the information provided, we report the amounts spent or budgeted for youth issues by each body of the GLA group from 2007/08 to 2009/10, and the amount of expenditure indicated for future budget plans.

It is clear that over the period youth budgets have increased substantially, from an estimate close to £12 million in 2007/08 to a

budget of £38 million in 2009/10. One finding is that the majority of this increase reflects decisions taken prior to the election of the current Mayor in May 2008. The current Mayor has supported these decisions in his 2009/10 budget, and provided a small increase in funding through the London Development Agency.

Looking to the future is more uncertain. The increase in resources from the London Development Agency looks set to continue over the next three years. However, there is up to £4.7 million of expenditure from the Metropolitan Police Authority in 2009/10 that is being funded from reserves and does not have an ongoing budget. It is unclear at this stage how the projects currently being supported will be resourced in future.

Therefore, the committee recommends that the Mayor should make it clear what level of resources, compared to 2009/10, functional bodies should give to the youth priority in future.

In order to ensure that GLA group budgets and activities are aligned with Mayoral priorities, the committee also recommends that the functional bodies' budget submissions and the Mayor's budget proposals for 2010/11 should show which elements of expenditure contribute to which Mayoral priority outcomes and how functional body objectives link with Mayoral outcomes.

1 Introduction

- 1.1 Work with young people is a central part of Mayoral efforts to address crime, skills and economic opportunity. The work on youth issues is spread between different functional bodies and is not governed by any over-arching strategy. Therefore, the Budget and Performance Committee has undertaken this review to seek to identify how much money is being spent, by which parts of the GLA group, and to what ends.
- 1.2 The committee will use the figures established in this report for expenditure and outcome achievement as baselines to monitor this area of the remainder of the Mayoral term (until 2012).
- 1.3 As well as gathering information in writing, the committee met the Deputy Mayor (Policing) and the LDA's Group Director, Jobs, Skills and Youth on 27 April 2009 to discuss GLA group youth spending.
- 1.4 The Budget and Performance Committee's focus is on:
 - The allocation of budgets to youth-focused work to achieve the Mayor's objectives for young people
 - The management of performance across the GLA group to direct activities towards appropriate outputs and outcomes to achieve the Mayor's objectives and to ensure value for money
- 1.5 The Mayor will be asked to produce a response to the recommendations and report it to the London Assembly, according to Section 60 of the Greater London Authority Act 1999 (as amended).

2 Mayoral objectives

2.1 The GLA has powers to promote economic development, social development and the improvement of the environment in London¹, and a duty to promote equality of opportunity². Also, both the GLA and the Metropolitan Police Service have a crime prevention duty³. The current Mayor is pursuing these powers and duties regarding young people under the two aspects of crime and opportunities.

2.2 This section identifies some published data relating to the Mayor's stated objectives for young people. This Committee will use these figures as benchmarks to assess progress on the Mayor's priorities, unless alternative and equivalent benchmarks are established by the Mayor or functional bodies. The data are collated at Appendix 1.

Youth crime and safety

2.3 The Mayor has emphasised the issue of violent crime, and particularly the number of young people killed in London. He has also stressed the importance of combating youth offending. The Mayor said 'I believe that we can change the lives of kids who would otherwise be sucked into a nightmarish culture of violence and criminality'. As well as policing activity, the Mayor has said that the LDA would fund mentoring and community sports for young people, to divert vulnerable young people from gangs and crime.⁴

2.4 The first priority in the Mayor's Budget Guidance to the GLA group for 2009/10 was preventative work on youth violence. The guidance said 'It is clear that significantly increased resources will be needed across the GLA group to tackle these issues and budgets should be developed to ensure that the GLA group contributions to implementing the Mayor's priorities in this key area are fully funded for 2009-10 onwards.' There were also specific priorities for the GLA on work on youth violence and youth opportunities and for the LDA to increase its work with young people by funding youth community groups providing mentoring schemes developing community sports projects. For the MPA, knife and gun crime, violence and transport policing were emphasised, without further reference to young people.⁵

¹ Greater London Authority Act 1999, section 30

² Greater London Authority Act 1999, section 33

³ Crime and Disorder Act 1998, section 17

⁴ 'Making London Safer' (Boris Johnson 2008 crime manifesto), pages 2, 6, 22-23

⁵ Greater London Authority Group Budget Guidance for 2009-10, pages 12-14, 17

2.5 The Time for Action consultation, published in November 2008, set out policies directed at reducing youth violence by tackling its root causes.⁶ The Mayor's priorities in his 2010/11 Budget Guidance make support for Time for Action a priority for all the bodies of the GLA group⁷. The lead Mayoral adviser on Time for Action is Kit Malthouse AM, Deputy Mayor for Policing and Deputy Chairman of the MPA.

2.6 The primary measurements of performance against this priority are youth offending and victimisation rates, particularly regarding violent crime. These are defined and measured under the MPS Youth Strategy, and there have been continued reductions in these figures since 2006.⁸ A measure of success of the Mayoral approach to youth crime would be further decreases in these benchmark figures.

**London youth offending and victimhood figures
(numbers per 1000 young people)**

	2005/06	2006/07	2007/08	2008/09 (year to January)
Young victims of crime	42.31	39.82	33.36	25.14
Young offenders	28.16	22.08	21.16	15.66
Young victims of violent crime	36.32	34.66	30.08	23.02
Young violent offenders	14.00	10.41	10.41	8.23

Source: 'MPS Youth Strategy Success Measures' report to MPA Communities, Equalities and People Committee 12 March 2009

2.7 The Time for Action consultation also proposed outcome measures for specific initiatives, including the reduction of re-offending and increasing employment rates among young first-time offenders (for Project Daedalus).⁹

⁶ 'Time for Action' consultation paper, November 2008

⁷ 'Greater London Authority Group Budget Guidance for 2010-11' Mayor of London, June 2009

⁸ 'MPS Youth Strategy Success Measures' report to MPA Communities, Equalities and People Committee 12 March 2009

⁹ 'Time for Action' consultation paper, November 2008, page 21

- 2.8 Since the publication of the MPS Youth Strategy and the Time for Action consultation, the MPA/MPS Business Plan has been revised and the emphasis has been increased on public confidence in policing.¹⁰ Confidence in policing is one of the three key outcomes for the MPA corporately in the Met Forward mission statement approved on 30 April¹¹ and is part of the first item in the Mayor's priorities for the MPA in his 2010/11 Budget Guidance¹². Also, increasing young people's confidence in policing is the outcome measure of the MPS's major youth initiative, the Safer Schools Partnership¹³. However, confidence is not a measured outcome under the MPS Youth Strategy¹⁴.
- 2.9 In discussion with the committee, Kit Malthouse AM, Deputy Mayor for Policing and Deputy Chairman of the MPA, was clear that in his view the primary measure of success was reducing offending and re-offending, and that confidence of young people in policing was a secondary indicator. He said that activity would be aimed at preventing crime rather than directly at confidence.¹⁵
- 2.10 The MPS has a Youth Strategy Board which is undertaking an ongoing review of the strategy¹⁶. This would present an opportunity for the MPS to update its youth strategy to align it with the corporate and Safer Schools priorities on public confidence.
- 2.11 As well as the objectives of the current administration, some established by the previous administration are similar in intent and apply to some current programmes. For example, reducing first time entrants to the criminal justice system is one of the two key objectives

¹⁰ 'Update Policing London Business Plan 2009/12' report to MPA Strategic and Operational Policing Committee, 5 February 2009, see in particular section B paragraph 2

¹¹ 'MPA Strategic framework' report to MPA on 30 April 2009

¹² 'Greater London Authority Group Budget Guidance for 2010-11' Mayor of London, June 2009

¹³ Letter, Ken Hunt, MPA Treasurer to John Biggs AM, 6 April 2009 – attached spreadsheet, lines 20-21

¹⁴ 'MPS Youth Strategy Success Measures' report to MPA Communities, Equalities and People Committee 12 March 2009

¹⁵ Budget and Performance Committee meeting, 27 April 2009, transcript pages 31, 33

¹⁶ 'Update on MPS response to the recommendations of the MPA Youth Scrutiny 2007/08' report to the MPA Communities, Equalities and People Committee, 21 May 2009

of the London Youth Offer, announced in September 2007 and operating mainly in 2008/09 and 2009/10.¹⁷

Youth opportunities

- 2.12 The Mayor also wishes to promote the economic and other opportunities of London's young people. While this outcome of youth work was less prominent in the Mayor's early priorities than reducing violence, the Mayor's business manifesto did mention young people's career aspirations and development as an outcome of regional development agency work.¹⁸ The Mayor has also said that providing young people with opportunities is one of his top priorities.¹⁹ In March 2009 he announced the appointment of Pamela Chesters as his adviser on health and youth opportunities.²⁰
- 2.13 Although the overall objectives of the Time for Action policy are to reduce violence and criminality, the approach of that strategy is to tackle the root causes, including opportunities to learn and pursue successful careers. Headline initiatives in the Time for Action consultation paper include: Project Brodie; Mayor's Scholars, London Academies and apprentices; and expanding sport and music opportunities.²¹
- 2.14 Objectives for these initiatives include: maximising young people's attendance at educational institutions; improving academic attainment and employment opportunities; raising educational attainment for those who are most disadvantaged; and ensuring that all young people in London have the chance to benefit from enhanced opportunities to participate in music and sporting activity.²²
- 2.15 These outcomes are not, so far, part of the specific performance measures or targets of the bodies of the GLA group, and so this review has had to seek benchmark figures from other published sources. The following table shows the percentage of school half days missed due

¹⁷ Mayoral answer 2069/2008, to Jenny Jones on 15 October 2008

¹⁸ 'Backing London Business' (Boris Johnson 2008 business manifesto), page 8

¹⁹ Mayoral answer 2210/2008, to Joanne McCartney on 15 October 2008

²⁰ 'Mayor appoints new Adviser on Health and Youth opportunities', Mayoral press release, 17 March 2009

²¹ 'Time for Action' consultation paper, November 2008

²² 'Time for Action' consultation paper, November 2008, pages 25, 31, 39

to absence in London maintained secondary schools, and the percentage of these schools' pupils who are persistent absentees.²³

Absence figures, London maintained secondary schools

	2005/06	2006/07	2007/08
Half days lost to absence	8.04%	7.57%	7.05%
Persistent absentees	6.6%	6.3%	5.0%

Source: 'Pupil Absence in Schools in England, including Pupil Characteristics: 2007/08' DCSF Statistical First Release

- 2.16 There is also a range of published attainment figures. As an example, the table below shows for London how many children at maintained schools do **not** reach three key standards of attainment – any GCSEs (or equivalent), 5 GCSEs and 5 GCSEs at the higher A*-C grades. The table also shows figures for only those pupils eligible for free school meals – a widely used marker of disadvantage in educational opportunity.²⁴ We will look for continued reductions in these figures as evidence of the success of the Mayor's youth strategies.

Attainment among 16 year olds at maintained schools - London

	Attaining no GCSEs or equivalent	Attaining fewer than 5 GCSEs or equivalent	Attaining fewer than 5 A*-C GCSEs or equivalent
All pupils	1.6%	6.9%	35.0%
Eligible for free school meals	2.6%	not available	50.9%

'Attainment by Pupil Characteristics, in England 2007/08' DCSF Statistical First Release

- 2.17 Reducing the number of young people not in education, employment or training (NEET) is one of the two key objectives of the Youth Offer, established under the previous administration.²⁵ The proportion of

²³ 'Pupil Absence in Schools in England, including Pupil Characteristics: 2007/08' DCSF Statistical First Release

²⁴ 'Attainment by Pupil Characteristics, in England 2007/08' DCSF Statistical First Release

²⁵ Mayoral answer 2069/2008, to Jenny Jones on 15 October 2008

young people NEET is also a widely-used summary measure for key outcomes around attendance at education and employment opportunities, which are both objectives of the current administration.

2.18 The proportion of London’s 16-18 year olds not in education, employment or training has been falling in recent years.²⁶ We will look for further falls in this figure as evidence of the success of the Mayor’s youth strategies.

Percentages of London 16-18 year olds not in education, employment or training (NEET) or activity unknown

	2006	2007	2008
NEET	7.5%	6.4%	5.8%
Activity unknown	7.5%	5.6%	5.0%

Source: Department for Children, Schools and Families NEET data

2.19 Measurements of sport and music opportunities are less straightforward, but there are measures such as the proportion of Londoners (or young Londoners) living more than 20 minutes’ walk from a public swimming pool.²⁷

2.20 The London Assembly response to the Time for Action consultation said that ‘The final version of “Time for Action” must be absolutely clear as to the Mayor’s objectives and the outcomes he is seeking to achieve.’²⁸ Whether in the final Time for Action document or elsewhere, the statements of objectives need to be translated into quantifiable measures so that they can guide budget allocations and GLA group activity. For youth opportunity, these measures are currently absent.

Recommendation 1

The GLA group budgets and corporate plans for 2010/11 to 2012/13 should include specific youth outcome and value for money measures and baseline data, and the outcomes should align with Mayoral priorities and strategies such as Time for Action.

²⁶ Department for Children, Schools and Families NEET data

²⁷ ‘The provision of public swimming pools and diving facilities in London’ Report of the London Assembly Economic Development, Culture, Sport and Tourism Committee, October 2008

²⁸ London Assembly response to Time for Action, paragraph 3.2

3 GLA group activity and expenditure

- 3.1 This section identifies the activities reported to the committee by each body in the GLA group as relating to youth or young people. It quantifies the expenditure in each year and reports the objectives and performance measurements, as far as information has been provided. After also noting some relevant funding streams outside the GLA group, the final section presents aggregate information for the whole GLA group and draws conclusions.

The Metropolitan Police Service

- 3.2 There are a number of youth initiatives as ongoing items in the Metropolitan Police Authority (MPA) /Metropolitan Police Service (MPS) budget. These include Safer Schools Partnership officers, Public Protection Desks, Volunteer Police Cadets, the Be Safe and Kickz schemes, and Voyage.²⁹

Safer Schools Partnerships

- 3.3 Safer Schools involves Police Officers and Police Community Support Officers (PCSOs) whose full time job is to liaise with specific schools and support them and their pupils in safety and crime prevention, and to provide a link with local neighbourhood policing. There is £14.5 million in the ongoing budget supporting 224 Police Officers and 101 PCSOs. The objective is to engage all secondary school children in London and to increase young people's confidence in policing. Safer Schools Partnerships have existed since 2002³⁰ but the number of officers was increased to the current level during 2007/08, with the full effect of this in the budget from 2008/09.

Public Protection Desks

- 3.4 Public Protection Desks are officers in each borough dedicated to using the information that the police have about risks to children to help allocate resources and task investigations to best protect children. These desks were established in June 2008, in response to the national Every Child Matters and child protection agenda.³¹ There is £2.65 million in the ongoing MPA budget for Public Protection Desks, to support desks in every borough, train all MPS staff in child protection and increase reports to the MERLIN child protection

²⁹ The main source for information on the MPA/MPS is the letter from the MPA Treasurer to John Biggs AM on 6 April 2009 in response to this investigation, and additional information provided on 27 April 2009.

³⁰ 'Mainstreaming Safer Schools Partnerships' Home Office website

³¹ 'MPS response to the death of Baby P' report to the MPA Strategic and Operational Policing Committee, 4 December 2008

database. These objectives have been achieved, with MERLIN reports having more than doubled.

Volunteer Police Cadets

- 3.5 Volunteer Police Cadets are schemes aimed at engaging young people and preventing their becoming involved in offending by providing positive activities and personal development. The cadets have existed in this form for several years³² and are now supported by £0.5 million in the ongoing budget. Key targets include expanding the number of cadets in London to 4000 by 2012 and achieving a 90% non-offending rate, as well as the representation of young people from disadvantaged areas and from Black and Minority Ethnic (BME) groups, and helping young people to achieve Duke of Edinburgh Awards. In November 2008, there were 1294 cadets, of whom 40% were BME.

Voyage

- 3.6 Voyage supports 200 at-risk young people in targeted programmes with the aim of preventing them from offending. It was allocated £350,000 as part of the one-off funding in 2008/09 (see below) but its funding has since been made ongoing. It is reaching the target number of 200 young people and maintaining the target non-offending rate of 90%.

One-off funding

- 3.7 There are also several projects which are currently receiving funding from the police, but where the funding comes from a one-off allocation of £4.25 million. The pot was created when a provision for National Insurance contributions in one year was not required. It was allocated for the youth projects in 2008/09 but about £1.2 million was spent in that year and so about £3 million is available for 2009/10, or again to be carried forward to future years. When this money runs out, there is no provision in the current base MPA/MPS budget for these projects, which include projects highlighted in the 2009/10 budget submission such as the Stolen Lives Knife Crime Programme and the Met-Track 'key engagement programme' based around athletics.³³

³² 'Youth Offending' report to MPA Professional Standards and Monitoring Committee 12 December 2000 (Appendix 1, Strand 3)

³³ The projects, funding allocations and the outputs and outcomes to be achieved for young people are detailed in the information supplied to this project by the MPA in

- 3.8 There is also £1.65 million for the Kickz football engagement programme in 2009/10, being funded from a reserve. The reserve is £3 million, created from an underspend in previous years. At the indicated level of spend (£1.65 million), the reserve would run out in 2010/11, but there may also be external funding such as from local authorities and the Football Association.

MPA/MPS youth expenditure, £ million

	2007/08	2008/09	2009/10	Base for future budgets
Safer Schools	5.45*	14.50	14.50	14.50
Public Protection Desks	-	-	2.65	2.65
Volunteer Police Cadets	-	0.50	0.50	0.50
Voyage	0.41**	0.35	0.40	0.40
Total ongoing budgets	5.86	15.35	18.05	18.05
One-off expenditure	1.74	2.53	4.67	0
Total	7.60	17.88	22.72	18.05

* Estimated – the amount is a part-year effect of the £10.9m for Safer Schools Police Officers, and for this table is assumed to be half of the full-year effect. The MPA was not able to give a figure so this can only be approximate.

** Not, in 2007/08, in the base budget, but included in this line for simplicity.

Source: Letter from the MPA Treasurer to John Biggs AM on 6 April 2009 and additional information provided on 27 April 2009

- 3.9 Overall, if all of the ongoing expenditure continues but none of the one-off expenditure is continued or replaced, the annual MPA/MPS expenditure on youth projects could reduce by £4.7 million. The Mayor’s Budget Guidance for 2009/10 said that “budgets should be developed to ensure that the GLA group contributions to implementing the Mayor’s priorities in this key area are fully funded

the letter of 6 April 2009, available on the London Assembly website alongside this report at <http://www.london.gov.uk/assembly/reports/budget.jsp>

for 2009-10 onwards". The MPS intends that projects should become self-funding³⁴.

- 3.10 In addition to the specific youth expenditure items identified by the MPA, there is also normal policing expenditure by borough forces and other MPS business groups that has a benefit for young people, including work by the Safer Neighbourhoods Teams and support given to borough Youth Offending Teams. Also, Safer Transport Teams operate on transport networks around schools.
- 3.11 The Mayor's Budget Guidance for 2009/10 said that youth issues would require 'significantly increased resources' and asked the MPA to indicate what options for budget increases or reductions would be proposed if a Council Tax increase of 0.25% (£6.6 million) more or less than the guideline 1.75% were given.³⁵ The MPA proposed that it would spend £3.5 million of this for enforcement and prevention against serious youth violence under the 2007 MPS Youth Strategy.³⁶
- 3.12 Kit Malthouse AM, the Deputy Mayor for Policing and Deputy Chair of the MPA, told this committee that the business case for this extra money had been inadequate and not properly costed out. He said that decisions needed to be made on the basis of a careful look at what works, and mentioned the Project Oracle evaluation strand of the Time for Action initiative.³⁷
- 3.13 This report recommends (Recommendation 2 on page 23 below) that the Mayor makes clear the level of resources to be given to youth activities in 2010/11 compared to 2009/10. This will be particularly relevant to the MPA as it makes decisions on the future of resources that are currently on a one-off basis.
- 3.14 This report also recommends (Recommendation 3 on page 23 below) that functional bodies be required to show links between their objectives and the Mayor's priority outcomes. This will be particularly relevant to the MPA if it has a business case to make for additional base-budget resources for the Youth Strategy.

³⁴ 'Improving prevention and reassurance in reducing serious youth violence' report to MPA Finance Committee 17 July 2008

³⁵ GLA group budget guidance 2009/10

³⁶ November 2008 draft Policing London Business Plan 2009-12, supporting financial information, pages 20-21

³⁷ Budget and Performance Committee meeting 27 April 2009, transcript page 30

The London Development Agency

- 3.15 In 2008/09 and 2009/10 the main funding for youth activities from the LDA is under the Mayor's Youth Offer, established under the previous administration. The total LDA funding under this programme is £20 million³⁸ alongside £59 million over the two years from the Department for Children, Schools and Families, as detailed at paragraph 3.47 below.
- 3.16 There were also other youth-oriented projects established under the previous administration, including the Bernie Grant Centre, the Stephen Lawrence Centre, the Centre for Engineering and Manufacturing Excellence, Education Outreach Centre, and My Voice. Expenditure on these in 2007/08 to 2010/11 is to total £4.7 million.
- 3.17 Between 2009 and 2013 (mainly to be spent in 2010/11 to 2012/13) this funding will be replaced by the new administration with a £58 million programme of LDA youth investment. This is to support:
- youth mentoring programmes (£12 million)
 - general activities for children and young people (£7 million)
 - sports activities for children and young people (£3 million)
 - learning development for children and young people (£5 million)
 - secondary school academies (£8 million)
 - youth apprenticeships (£12 million)
 - young offenders (£14 million).
- 3.18 Of these funding strands, the secondary school academies have attracted some controversy, with some Assembly Members and others querying whether the LDA ought to be involved in schools provision in this way, and some boroughs stating that they do not wish to enter into this academy provision.³⁹
- 3.19 Out of the £58 million, £1.7 million is to be spent in 2009/10 on initiatives including Project Daedalus from the Time for Action programme, and the remaining £56 million is to be spent from

³⁸ Information on the LDA youth activities and expenditure, except where otherwise stated, is from the letter from the LDA Deputy Chief Executive and Group Director Jobs Skills and Youth to John Biggs AM of 6 April 2009, and additional information provided on 5 June 2009

³⁹ London Assembly Economic Development, Culture, Sport and Tourism Committee, 11 November 2008

2010/11 to 2012/13. The profile has not yet been decided across the three latter years and so it appears in the table below as an average. The table shows that the new youth investment replaces the Mayor's Youth Offer and is set to increase the annual resource from the LDA to youth projects.

LDA youth expenditure, £ million

	2007/08	2008/09	2009/10	Average 10/11-12/13
Older projects	1.943	1.417	0.834	0.167
Mayor's Youth Offer	0.307	6.777	11.096	0.607
New youth investment	-	-	1.729	18.757
Total	2.250	8.194	13.659	19.531

Source: Letter from the LDA Deputy Chief Executive and Group Director Jobs Skills and Youth to John Biggs AM 6 April 2009, and additional information provided on 5 June 2009

3.20 The LDA has a mixed framework of corporate targets including some outputs and some outcomes. The outcomes identified above, such as keeping young people in education and increasing attainment, are largely not part of this framework. The relevant elements are three output targets (employability support, skills development and positive activities for young people) and one outcome target (sustained employment).⁴⁰

3.21 This report recommends (Recommendation 3 on page 23 below) that functional bodies be required to show links between their objectives and the Mayor's priority outcomes. The LDA will need to show how its own framework of outcomes and project targets links with Mayoral outcomes, particularly in the area of youth projects.

⁴⁰ 'Revised Budget and Forward Plan 2009/10' report to LDA Investment Committee 23 April 2009, section 7

The London Fire Brigade

- 3.22 The London Fire Brigade (LFB) Youth Engagement Strategy sets out how the LFB plans to engage with young people to further its strategic aims, particularly preventing injury, loss and damage in fires, reducing deliberate fires and reducing hoax fire alert calls.⁴¹
- 3.23 For London as a whole, the London Fire and Emergency Planning Authority's (LFEPA's) targets include reducing arson incidents by 3%, reducing deaths from primary fires by 2% and injuries by 5%, and reducing attendance at hoax calls by 2%.⁴²
- 3.24 The largest London Fire Brigade youth programme is the Local Intervention Fire Education (LIFE) intensive one-week course to reduce anti-social behaviour, particularly related to fires. In the last two years there has been £1.2 million expenditure from LFEPA resources, plus £1.8 million from external income. There was also £0.5 million in capital expenditure in 2008/09 on the Wembley LIFE unit.⁴³
- 3.25 The success of LIFE has been measured by numbers of young people completing the course (956 in 2007/08) and by surveys. For example, 88% of young people said the scheme gave them skills they could use elsewhere, and education and training providers said that most young people showed improvement in communication, team work, attendance and/or behaviour following the course. One evaluation estimated that each course for one young person prevented on average 8 acts of graffiti, 3 of vandalism, 4 hoax emergency calls, 1 fire and 1 car break-in, generating a cost saving of over £9000⁴⁴. The scheme has been adopted by many other fire brigades.
- 3.26 Community Fire Cadets schemes are also largely being established with external funding – therefore the LFEPA expenditure is very low. Engagement in the cadets is long-term for one evening per week. As well as the fire prevention aims, the course seeks to reduce anti-social behaviour and promote personal development. There is an opportunity for young people to gain a level 2 BTEC qualification.

⁴¹ London Fire Brigade Youth Engagement Strategy, March 2006

⁴² London Safety Plan 2009-12

⁴³ Information on the LFB youth activities and expenditure is from the letter from the LFB Deputy Commissioner to John Biggs AM, of 6 April 2009, and additional information provided on 25 June 2009.

⁴⁴ LIFE scheme submission to London Development Agency, May 2009

The scheme contributes to a wide range of National Indicators for local authorities and local authority partnerships⁴⁵.

- 3.27 The London Fire Brigade is seeking resources to expand the LIFE and Fire Cadets schemes. For example, the business cases have been submitted to the LDA. As well as external funding, expansion of LIFE would depend on additional capacity within the LFB, to release fire brigade staff to act as trainers for the scheme.
- 3.28 The Juvenile Firesetters Intervention Scheme is provided by a variety of Fire Brigade staff to support young people at risk of starting fires through their behaviour. The majority of its costs are in staff time.
- 3.29 Other work by the London Fire Brigade includes the Prison? Me? No Way! crime and safety awareness workshops, the Best Buddy breathing apparatus training, work with young people by the International Association of Black Professional Firefighters, school visits and fire station visits, work experience and voluntary work with at-risk young people.
- 3.30 The London Fire Brigade works at a borough level to align its community safety work, including youth engagement, with local partners, and at the London level with the GLA Children's and Young People's Unit to align with the Mayor's priorities.

London Fire Brigade youth expenditure, £ million

	2007/08	2008/09
LIFE	0.487	1.175
Cadets	0.003	0.010
Juvenile Firesetters Intervention Scheme	0.210	0.219
Lee Green Community Centre		0.199
Total	0.700	1.604

Source: letter from the LFB Deputy Commissioner to John Biggs AM, of 6 April 2009 (some figures appear not to sum correctly due to rounding)

⁴⁵ Community Fire Cadets submission to London Development Agency May 2009

The Greater London Authority

- 3.31 The GLA has a Children and Young People's Unit (CYPU), now part of the Communities and Intelligence directorate. Although it covers work with all children under 19, a significant element of its remit is older children and teenagers, particularly youth engagement and delivery of the Mayor's youth programmes.⁴⁶
- 3.32 Also in 2009 there is a team dedicated to developing and progressing the Time for Action (TfA) initiative (the Mayor's main programme addressed at youth issues, discussed in paragraphs 2.5 to 2.20 above and including current LDA spending referred to at paragraph 3.19 above). These are temporary staff between February 2009 and January 2010, therefore part of the costs fall in 2008/09 and part in 2009/10.⁴⁷
- 3.33 There has been expenditure on other projects, including those run by the cultural strategy and environment teams.⁴⁸
- 3.34 The Mayor has recently agreed that the GLA will fund the Payback London scheme, described at paragraph 3.37 in the Transport for London section below. The funding is to amount to £350,000 in 2009/10, and up to £350,000 in 2010/11 and £300,000 in 2011/12, depending on the achievement of external funding.⁴⁹

GLA youth expenditure, £ million

	2007/08	2008/09	2009/10
CYPU	0.404	0.580	0.589
TfA team		0.062	0.227
Projects	0.626	0.800	0.649
Payback London			0.350
Total	1.030	1.442	1.815

Source: Letter from Executive Director Resources to John Biggs AM 7 April 2009, additional information provided on 19 August 2009, and Mayoral Decision 306

⁴⁶ Additional information provided on 9 June 2009

⁴⁷ Additional information provided on 9 and 10 June and 19 August 2009

⁴⁸ Letter from Executive Director Resources to John Biggs AM, 7 April 2009

⁴⁹ Mayoral Decision 306, 12 June 2009

Transport for London

3.35 There are several aspects of Transport for London (TfL) services that are aimed at young people, and a number of youth engagement projects.⁵⁰

Free and discounted travel for young people

3.36 TfL provides free or discounted travel to children under 18 and students over 18. It is difficult to quantify a financial cost, but TfL estimates that in 2008/09 the foregone revenue equivalent of the journeys made using the discounts for students aged 16-19 was £36 million, and the revenue equivalent of the free journeys by children aged 5-15 (compared to half adult fare) was £72 million.⁵¹

3.37 There is a ZIP photocard for young people to easily prove their entitlement to the discount. The privileges can be withdrawn for anti-social behaviour on public transport.⁵² There is a 'Payback London' scheme in preparation to enable young people who have had their travel discount removed to earn it back through a day's voluntary work.⁵³ This is to be launched in the autumn. It will be funded by the GLA (see paragraph 3.34 above)

Young people's safety and offending

3.38 There are a number of activities aimed at promoting road and transport safety among young people and children of different ages. The London Road Safety Unit conducts road safety campaigns and education programmes, through media, road safety officers and schools. The London Safety Camera Partnership also conducts work with young people, particularly young drivers to reduce speed and red light violations.

3.39 The London Transport Museum safety and citizenship team works with schools where children are experiencing or causing difficulties on school journeys, and the schools engagement team works with pupils about safe and responsible travel, working with 138,000 pupils in 2007/08.

⁵⁰ Except where otherwise noted, information on TfL services was provided in the document Education and Youth Engagement Activities Overview 2009

⁵¹ 'Upwards, Ever Upwards?' London Assembly Budget and Performance Committee report on TfL fares, to be published in July 2009

⁵² Details are available on the TfL website

www.tfl.gov.uk/tickets/faresandtickets/1063.aspx (accessed 11 June 2009)

⁵³ 'Young people earn back Zip' Tfl Metro article 27 April 2009

- 3.40 TfL funds the Transport Operational Command Unit and Safer Transport teams, which engage with young people as part of their work. As with the MPS Safer Neighbourhood Teams and other mainstream policing, these are concerned with offenders and victims of all ages.
- 3.41 TfL also has other work to combat crime and anti-social behaviour on public transport (including that by or affecting young people), such as enforcement patrols and CCTV on buses and at stations.⁵⁴

Education and employment

- 3.42 There are projects to encourage young people into engineering and other careers in transport, including work by the London Transport Museum, London Underground and the TfL Group Equality and Inclusion unit. The London Transport Museum also delivers educational work in schools

School travel

- 3.43 The Smarter Travel Unit promotes sustainable travel, including to schools across London. There is also a free travel scheme for school parties visiting venues of educational and cultural interest in Greater London.

Other work

- 3.44 The Surface Transport division is planning a debate for teenagers from Lambeth, Lewisham and Southwark to explore how decisions are made and how young people can make change happen. The London Transport Museum engages young people in media and arts work, and consults with a Youth Forum. The TfL Group Public Affairs team engages young people to capture innovative ideas.

Transport for London youth expenditure

- 3.45 Transport for London was not able to separate expenditure on these youth-oriented activities from its more general work, so expenditure figures are not given in this report for TfL.

⁵⁴ Information on the TfL website www.tfl.gov.uk/gettingaround/1225.aspx (accessed 11 June 2009)

Funding external to the GLA group

- 3.46 There are also significant resources provided through sources outside the GLA group. It is beyond the scope of this project to map these, but some significant or related elements are noted in this section.
- 3.47 The Department for Children, Schools and Families provides a scheme similar to the Mayor's Youth Offer, available by borough to projects working with young people. In the two years of the Mayor's Youth Offer, this was to total £59 million.⁵⁵
- 3.48 The new LDA investment package has its co-financing from the European Social Fund. Over the four years of the investment package, this is to total £32 million, with a further £38 million in funding from other sources also hoped to be levered in.⁵⁶
- 3.49 The London boroughs are direct providers of youth services. The National Youth Agency found that the average net expenditure, in 2007/08 in London authorities surveyed, on youth services per person aged 13-19 was £114.⁵⁷ This figure would equate to about £68 million if representative of London's 600,000 teenagers⁵⁸.
- 3.50 The Mayor's Fund for London launched on 7 April 2009 as an independent charity, to reduce violent crime by supporting voluntary groups helping to give young people structures and discipline. It is to spend £1.5 million in 2009 and hopes to increase turnover in future years.⁵⁹
- 3.51 It is therefore clear that the Mayor and the GLA group needs to engage effectively with partner organisations to take forward the Mayor's overall youth objectives across London; assessing the effectiveness of this partnership working has been beyond the scope of the current investigation.

⁵⁵ Letter from the LDA Deputy Chief Executive and Group Director Jobs Skills and Youth to John Biggs AM, of 6 April 2009

⁵⁶ Letter from the LDA Deputy Chief Executive and Group Director Jobs Skills and Youth to John Biggs AM, of 6 April 2009

⁵⁷ England's Local Authority Youth Services: The NYA Audit 2007-08. Figure excludes funding levered in from non-local authority sources.

⁵⁸ ONS mid-2007 population estimates by local authority, quinary age groups. Figure based on 15-19 age group plus 0.4 x 10-14 age group.

⁵⁹ 'Boris to fight child poverty with the Mayor's Fund' Mayoral press release 7 April 2009

Conclusion - the GLA group in aggregate

Annual resource levels

- 3.52 The annual youth expenditure by the bodies across the GLA group is noted above, with indications about where some figures have been estimated (notably for the MPA/MPS). These are provided here in overview format, to illustrate how the spending across the GLA group adds up.
- 3.53 It should particularly be noted that the figure given for future years is an estimate based on current information and is subject to the 2010/11 and future budget processes.

GLA group youth expenditure £ million

	2007/08	2008/09	2009/10	Future
MPA/MPS	7.6*	17.9	22.7	18.1
LDA	2.3	8.2	13.7	19.5
LFB	0.7	1.6		
GLA	1.0	1.4	1.8	
TfL				
Total	11.6*	29.1	38.2	37.6

* estimated figures – see note to table at paragraph 3.8

Source: tables in sections on individual bodies above

(some figures appear not to sum correctly due to rounding)

- 3.54 The table shows that expenditure has increased by an estimated £27 million between 2007/08 and 2009/10.
- 3.55 Nearly all of the increase to 2009/10 originates with decisions taken before May 2008, though the increase between 2008/09 and 2009/10 was confirmed by the 2009/10 budget, proposed by the current Mayor.
- 3.56 For example, the annual spend on the Mayor's Youth Offer and other historical projects at the LDA increased by a net £9.7 million over this period, with another £1.7 million in 2009/10 coming from the new LDA investment initiated by the current administration (see paragraphs 3.15-3.19 above).

- 3.57 The increase in the MPA/MPS line was due to pre-May 2008 decisions, including Safer Schools (estimated £9 million), Public Protection Desks (£2.7 million) and one-off funding (£2.9 million) (see paragraphs 3.3 to 3.8 above).
- 3.58 After 2009/10, decisions taken under the new administration will predominate. At the MPA/MPS it remains to be seen whether the £4.7 million of one-off funding available in 2009/10 will be renewed, rolled forward, replaced or stopped (see paragraphs 3.7-3.8 above). At the LDA, plans indicate that the new investment will more than replace the previous Mayor's Youth Offer and other projects, with a net increase of about £6 million between the 2009/10 budget and the estimated average budget for 2010-13 (see paragraphs 3.17-3.19 above). The net effect of these changes, if they were to happen as estimated, would be a small increase in overall funding for youth work.
- 3.59 In the 2010/11 Budget Guidance to the GLA group, the Mayor has again made youth issues a high priority. However, the guidance now refers to 'significant support' rather than 'significantly increased resources' as in the 2009/10 guidance (see paragraph 2.4 above). Resources for youth projects in 2009/10 did increase, but largely as a result of decisions pre-dating that guidance. After this year, decisions made by the current administration will govern the level of resources for youth projects.

Recommendation 2

In his budget discussions with the functional bodies during the summer of 2009, and in his response under Section 60 of the GLA Act 1999, the Mayor should make clear what level of resources, compared to 2009/10, should be given to the youth priority in 2010/11 and future years.

Mayoral outcomes and youth work objectives

- 3.60 The previous section of this report summarised what is known of Mayoral outcome objectives in the youth area, and recommended that Mayoral priorities should drive outcome measures for the GLA group (see part 2 above, with Recommendation 1 at the end). This section has identified the need for the main functional bodies involved in youth projects to make the business cases for their youth activities and demonstrate that their project objectives align with Mayoral priority outcomes (see paragraphs 3.14 and 3.21).

Recommendation 3

The Mayor should require functional bodies in their budget submissions to make clear which elements of expenditure are to contribute to which Mayoral priority outcomes and how the functional body's objectives link with Mayoral outcomes (such as those identified in this report). The Mayor should show these linkages in his budget proposals.

Appendix 1 Outcome benchmarks

London youth offending and victimhood figures (numbers per 1000 young people)

	2005/06	2006/07	2007/08	2008/09 (year to January)
Young victims of crime	42.31	39.82	33.36	25.14
Young offenders	28.16	22.08	21.16	15.66
Young victims of violent crime	36.32	34.66	30.08	23.02
Young violent offenders	14.00	10.41	10.41	8.23

Source: 'MPS Youth Strategy Success Measures' report to MPA Communities, Equalities and People Committee 12 March 2009

Absence figures, London maintained secondary schools

	2005/06	2006/07	2007/08
Half days lost to absence	8.04%	7.57%	7.05%
Persistent absentees	6.6%	6.3%	5.0%

Source: 'Pupil Absence in Schools in England, including Pupil Characteristics: 2007/08' DCSF Statistical First Release

Attainment among 16 year olds at maintained schools - London

	Attaining no GCSEs or equivalent	Attaining fewer than 5 GCSEs or equivalent	Attaining fewer than 5 A*-C GCSEs or equivalent
All pupils	1.6%	6.9%	35.0%
Eligible for free school meals	2.6%	not available	50.9%

'Attainment by Pupil Characteristics, in England 2007/08' DCSF Statistical First Release

Percentages of London 16-18 year olds not in education, employment or training (NEET) or activity unknown

	2006	2007	2008
NEET	7.5%	6.4%	5.8%
Activity unknown	7.5%	5.6%	5.0%

Source: Department for Children, Schools and Families NEET data

Appendix 2 Recommendations

Recommendation 1

The GLA group budgets and corporate plans for 2010/11 to 2012/13 should include specific youth outcome and value for money measures and baseline data, and the outcomes should align with Mayoral priorities and strategies such as Time for Action.

Recommendation 2

In his budget discussions with the functional bodies during the summer of 2009, and in his response under Section 60 of the GLA Act 1999, the Mayor should make clear what level of resources, compared to 2009/10, should be given to the youth priority in 2010/11 and future years.

Recommendation 3

The Mayor should require functional bodies in their budget submissions to make clear which elements of expenditure are to contribute to which Mayoral priority outcomes and how the functional body's objectives link with Mayoral outcomes (such as those identified in this report). The Mayor should show these linkages in his budget proposals.

Appendix 3 Orders and translations

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Chinese

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Vietnamese

Nếu ông (bà) muốn nội dung văn bản này được dịch sang tiếng Việt, xin vui lòng liên hệ với chúng tôi bằng điện thoại, thư hoặc thư điện tử theo địa chỉ ở trên.

Greek

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Punjabi

ਜੇ ਤੁਸੀਂ ਇਸ ਦਸਤਾਵੇਜ਼ ਦਾ ਸੰਖੇਪ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਲੈਣਾ ਚਾਹੋ, ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਇਸ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ ਉਪਰ ਦਿੱਤੇ ਡਾਕ ਜਾਂ ਈਮੇਲ ਪਤੇ 'ਤੇ ਸਾਨੂੰ ਸੰਪਰਕ ਕਰੋ।

Hindi

यदि आपको इस दस्तावेज का सारांश अपनी भाषा में चाहिए तो उपर दिये हुए नंबर पर फोन करें या उपर दिये गये डाक पते या ई मेल पते पर हम से संपर्क करें।

Bengali

আপনি যদি এই দলিলের একটা সারাংশ নিজের ভাষায় পেতে চান, তাহলে দয়া করে ফোন করবেন অথবা উল্লেখিত ডাক ঠিকানায় বা ই-মেইল ঠিকানায় আমাদের সাথে যোগাযোগ করবেন।

Urdu

اگر آپ کو اس دستاویز کا خلاصہ اپنی زبان میں درکار ہو تو، براہ کرم نمبر پر فون کریں یا منکورہ بالا ڈاک کے پتے یا ای میل پتے پر ہم سے رابطہ کریں۔

Arabic

الحصول على ملخص لهذا المستند بلغتك،
فارجاء الاتصال برقم الهاتف أو الاتصال على
العنوان البريدي العادي أو عنوان البريدي
الإلكتروني أعلاه.

Gujarati

જો તમારે આ દસ્તાવેજનો સાર તમારી ભાષામાં જાણવો હોય તો ઉપર આપેલ નંબર પર ફોન કરો અથવા ઉપર આપેલ ટપાલ અથવા ઇ-મેઇલ સરનામા પર અમારો સંપર્ક કરો.

Appendix 4 Principles of scrutiny page

An aim for action

An Assembly scrutiny is not an end in itself. It aims for action to achieve improvement.

Independence

An Assembly scrutiny is conducted with objectivity; nothing should be done that could impair the independence of the process.

Holding the Mayor to account

The Assembly rigorously examines all aspects of the Mayor's strategies.

Inclusiveness

An Assembly scrutiny consults widely, having regard to issues of timeliness and cost.

Constructiveness

The Assembly conducts its scrutinies and investigations in a positive manner, recognising the need to work with stakeholders and the Mayor to achieve improvement.

Value for money

When conducting a scrutiny the Assembly is conscious of the need to spend public money effectively.

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