

Children, Young People and Family Support Scrutiny and Policy Development Committee (Special)

Thursday 21 May 2020 at 3.00 pm

To be held as an online video conference. To access the meeting, click on the 'View the Webcast' link below.

The Press and Public are Welcome to Attend

Membership

Councillors Mick Rooney (Chair), Mike Levery (Deputy Chair), Mike Chaplin, Julie Grocutt, Francyne Johnson, Alan Law, Joe Otten, Kevin Oxley, Colin Ross, Jim Steinke, Alison Teal, Sophie Wilson and Cliff Woodcraft

Education Non-Council Members

Alison Warner, Sam Evans, Peter Naldrett, Vacancy and Vacancy

Healthwatch Sheffield

Alice Riddell (Observer)

Substitute Members

In accordance with the Constitution, Substitute Members may be provided for the above Committee Members as and when required.

PUBLIC ACCESS TO THE MEETING

The Children, Young People and Family Support Scrutiny Committee exercises an overview and scrutiny function in respect of the planning, policy development and monitoring of service performance and other general issues relating to learning and attainment and the care of children and young people within the Children's Services area of Council activity. It also scrutinises as appropriate the various local Health Services functions, with particular reference to those relating to the care of children.

A copy of the agenda and reports is available on the Council's website at www.sheffield.gov.uk. You can also see the reports to be discussed at the meeting if you call at the First Point Reception, Town Hall, Pinstone Street entrance. The Reception is open between 9.00 am and 5.00 pm, Monday to Thursday and between 9.00 am and 4.45 pm. You may not be allowed to see some reports because they contain confidential information. These items are usually marked * on the agenda.

Members of the public have the right to ask questions or submit petitions to Scrutiny Committee meetings and recording is allowed under the direction of the Chair. Please see the website or contact Democratic Services for further information regarding public questions and petitions and details of the Council's protocol on audio/visual recording and photography at council meetings.

Scrutiny Committee meetings are normally open to the public but sometimes the Committee may have to discuss an item in private. If this happens, you will be asked to leave. Any private items are normally left until last. If you would like to attend the meeting please report to the First Point Reception desk where you will be directed to the meeting room.

If you require any further information about this Scrutiny Committee, please contact Alice Nicholson, Policy and Improvement Officer on 0114 27 35065 or [email alice.nicholson@sheffield.gov.uk](mailto:alice.nicholson@sheffield.gov.uk)

FACILITIES

There are public toilets available, with wheelchair access, on the ground floor of the Town Hall. Induction loop facilities are available in meeting rooms.

Access for people with mobility difficulties can be obtained through the ramp on the side to the main Town Hall entrance.

**CHILDREN, YOUNG PEOPLE AND FAMILY SUPPORT SCRUTINY AND POLICY
DEVELOPMENT COMMITTEE AGENDA
21 MAY 2020**

Order of Business

- 1. Welcome and Housekeeping Arrangements**
- 2. Apologies for Absence**
- 3. Exclusion of Public and Press**
To identify items where resolutions may be moved to exclude the press and public
- 4. Declarations of Interest** (Pages 1 - 4)
Members to declare any interests they have in the business to be considered at the meeting
- 5. Public Questions and Petitions**
To receive any questions or petitions from members of the public
- 6. Call-in of the Cabinet Decision on Investing in Young People** (Pages 5 - 28)
Report of the Policy and Improvement Officer
- 7. Scrutiny During Covid-19 - Areas of Inquiry**
To discuss potential areas of inquiry for scrutiny during Covid-19
- 8. Date of Next Meeting**
The next meeting of the Committee will be held on a date to be arranged

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ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

If you are present at a meeting of the Council, of its executive or any committee of the executive, or of any committee, sub-committee, joint committee, or joint sub-committee of the authority, and you have a **Disclosable Pecuniary Interest (DPI)** relating to any business that will be considered at the meeting, you must not:

- participate in any discussion of the business at the meeting, or if you become aware of your Disclosable Pecuniary Interest during the meeting, participate further in any discussion of the business, or
- participate in any vote or further vote taken on the matter at the meeting.

These prohibitions apply to any form of participation, including speaking as a member of the public.

You **must**:

- leave the room (in accordance with the Members' Code of Conduct)
- make a verbal declaration of the existence and nature of any DPI at any meeting at which you are present at which an item of business which affects or relates to the subject matter of that interest is under consideration, at or before the consideration of the item of business or as soon as the interest becomes apparent.
- declare it to the meeting and notify the Council's Monitoring Officer within 28 days, if the DPI is not already registered.

If you have any of the following pecuniary interests, they are your **disclosable pecuniary interests** under the new national rules. You have a pecuniary interest if you, or your spouse or civil partner, have a pecuniary interest.

- Any employment, office, trade, profession or vocation carried on for profit or gain, which you, or your spouse or civil partner undertakes.
- Any payment or provision of any other financial benefit (other than from your council or authority) made or provided within the relevant period* in respect of any expenses incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

*The relevant period is the 12 months ending on the day when you tell the Monitoring Officer about your disclosable pecuniary interests.

- Any contract which is made between you, or your spouse or your civil partner (or a body in which you, or your spouse or your civil partner, has a beneficial interest) and your council or authority –
 - under which goods or services are to be provided or works are to be executed; and
 - which has not been fully discharged.

- Any beneficial interest in land which you, or your spouse or your civil partner, have and which is within the area of your council or authority.
- Any licence (alone or jointly with others) which you, or your spouse or your civil partner, holds to occupy land in the area of your council or authority for a month or longer.
- Any tenancy where (to your knowledge) –
 - the landlord is your council or authority; and
 - the tenant is a body in which you, or your spouse or your civil partner, has a beneficial interest.
- Any beneficial interest which you, or your spouse or your civil partner has in securities of a body where -
 - (a) that body (to your knowledge) has a place of business or land in the area of your council or authority; and
 - (b) either -
 - the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or
 - 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 you, or your spouse or your civil partner, has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

If you attend a meeting at which any item of business is to be considered and you are aware that you have a **personal interest** in the matter which does not amount to a DPI, you must make verbal declaration of the existence and nature of that interest at or before the consideration of the item of business or as soon as the interest becomes apparent. You should leave the room if your continued presence is incompatible with the 7 Principles of Public Life (selflessness; integrity; objectivity; accountability; openness; honesty; and leadership).

You have a personal interest where –

- a decision in relation to that business might reasonably be regarded as affecting the well-being or financial standing (including interests in land and easements over land) of you or a member of your family or a person or an organisation with whom you have a close association to a greater extent than it would affect the majority of the Council Tax payers, ratepayers or inhabitants of the ward or electoral area for which you have been elected or otherwise of the Authority's administrative area, or
- it relates to or is likely to affect any of the interests that are defined as DPIs but are in respect of a member of your family (other than a partner) or a person with whom you have a close association.

Guidance on declarations of interest, incorporating regulations published by the Government in relation to Disclosable Pecuniary Interests, has been circulated to you previously.

You should identify any potential interest you may have relating to business to be considered at the meeting. This will help you and anyone that you ask for advice to fully consider all the circumstances before deciding what action you should take.

In certain circumstances the Council may grant a **dispensation** to permit a Member to take part in the business of the Authority even if the member has a Disclosable Pecuniary Interest relating to that business.

To obtain a dispensation, you must write to the Monitoring Officer at least 48 hours before the meeting in question, explaining why a dispensation is sought and desirable, and specifying the period of time for which it is sought. The Monitoring Officer may consult with the Independent Person or the Council's Audit and Standards Committee in relation to a request for dispensation.

Further advice can be obtained from Gillian Duckworth, Director of Legal and Governance on 0114 2734018 or email gillian.duckworth@sheffield.gov.uk.

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Report to Children, Young People and Family Support Scrutiny and Policy Development Committee Thursday 21st May 2020

Subject: Call in of decision on “Investing in Young People”

Author of Report: Alice Nicholson, Policy & Improvement Officer
alice.nicholson@sheffield.gov.uk

Type of item: The report author should tick the appropriate box

Reviewing of existing policy	
Informing the development of new policy	
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Call-in of Key Decision	X
Briefing paper for the Scrutiny Committee	
Other	

1.0 Background

1.1 The following decision was published on the 19th March 2020:

That Cabinet:-

(a) notes the findings of the Leader Review of Youth Services;

(b) endorses and approves the ambitions and proposals set out in this report, to support and improve the lives of young people in Sheffield;

(c) notes the concurrent decision made in the Council Meeting of 4th March 2020 to invest an additional £2m to further develop young people’s services in 2020-21, with an ambition to identify additional mainstream funding through the Council’s budget process in future years; and

(d) agrees not to retender the current contract for Youth Services when it expires.

1.2 As per Part 4, section 16 of Sheffield City Council’s Constitution, this decision has been called in, preventing implementation of the decision until it has been

considered by this Scrutiny Committee. The Call-in notice is attached to this report as appendix 1, and states that the reason for the call-in is: *“Impact on young people and the financial viability of Sheffield Futures as a charity, and equality impact”*. Note there are two separate documents for the required signatories.

1.3 The original report to Cabinet is attached as appendix 2.

2.0 The Scrutiny Committee is being asked to:

2.1 As per the Scrutiny Procedure rules, scrutinise the decision and take one of the following courses of action:

- (a) refer the decision back to the decision making body or individual for reconsideration in the light of recommendations from the Committee;
- (b) request that the decision be deferred until the Scrutiny Committee has considered relevant issues and made recommendations to the Executive;
- (c) take no action in relation to the called-in decision but consider whether issues arising from the call-in need to be fed back to the decision maker or added to the work programme of an existing Scrutiny Committee;
- (d) if, but only if (having taken the advice of the Monitoring Officer and/or the Chief Finance Officer), the Committee determines that the decision is wholly or partly outside the Budget and Policy Framework, refer the matter, with any recommendations, to the Council after following the procedures in the Budget and Policy Framework Procedure Rules

(If a Scrutiny Committee decides on (a), (b) or (d) as its course of action, there is a continuing bar on implementing the decision).

2.2 The Scrutiny Procedure rules state that if a decision is referred back, it is referred back to the individual or body that made the decision. In this case the decision maker is Cabinet.

Background Papers

- Appendix 1 - Call in notice (2 documents)
 - Appendix 2 - Report of the Executive Director, People to Cabinet – Investing in Young People
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SHEFFIELD CITY COUNCIL
CALL-IN PROCESS FOR EXECUTIVE DECISIONS

I M. KE LEVERY (Name of Member in Block Capitals)
under the provision of Scrutiny Procedure Rule 16, wish to call-in Item No. 14
relating to INVESTING IN YOUNG PEOPLE
of the meeting of CABINET (meeting title)
on 18/03/20 (date) for consideration by the
CHILDREN, YOUNG PEOPLE & FAMILY SUPPORT Scrutiny Committee.

The relevant Scrutiny Committee will be indicated on the Checklist within the report relating to this matter.

Reason for Call-In

Impact on young people and the financial viability of Sheffield Futures as a charity, and equality's impact.

Signed [Signature] Date 18/03/20

I have obtained the following signatures of the other Members who wish to call-in this item:-

Name (in Block Capitals)	Signature
1. <u>PENNY BAKER</u>	<u>[Signature: Penny A. Baker]</u>
2. <u>STEVE AYRIS</u>	<u>[Signature]</u>
3. _____	_____
4. _____	_____

(NOTE: Scrutiny Procedure Rule 16 requires five Members, including two from the appropriate Scrutiny Committee to 'call-in' an Executive decision for scrutiny. This can be done **up to 4 working days after the decision publication.**

The five signatures required for the call-in process must be submitted by the deadline date, but need not all be on one form.

Completed forms to be returned to the
Head of Democratic Services (Room G13/14, Town Hall),
by the deadline referred to above.

The request will be logged and forwarded to Policy and Improvement Team
for action.

Amended 8 July 2013

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SHEFFIELD CITY COUNCIL

CALL-IN PROCESS FOR EXECUTIVE DECISIONS

I (Name of Member in Block Capitals)
under the provision of Standing Order A35, wish to call-in Item No. 14
relating to INVESTING IN YOUNG PEOPLE
of the meeting of CABINET(meeting title)
on 18/03/2020 (date) for consideration by the
CHILDREN, YOUNG PEOPLE + FAMILY SUPPORT Scrutiny Committee.

The relevant Scrutiny Committee will be indicated on the Checklist within the report relating to this matter.

Reason for Call-In

Impact on Young people and the financial Viability of SHEFFIELD FUTURES AS A CHARITY AND Equality Impact

Signed Date 18/3/20

I have obtained the following signatures of the other Members who wish to call-in this item:-

Name (in Block Capitals)	Signature
1. <u>TIM HUGGAW</u>	<u>[Signature]</u>
2. <u>CLIFF WOODCRAFT</u>	<u>[Signature]</u>
3. _____	_____
4. _____	_____

(NOTE: Standing Order A35(1) requires five Members, including two from the appropriate Scrutiny Committee to 'call-in' an Executive decision for scrutiny. This can be done up to **4 working days after the decision publication.**

The five signatures required for the call-in process must be submitted by the deadline date, but need not all be on one form.

COMPLETED FORMS TO BE RETURNED TO THE HEAD OF DEMOCRATIC SERVICES (ROOM G12, TOWN HALL), BY THE DEADLINE REFERRED TO ABOVE. THE REQUEST WILL BE LOGGED AND FORWARDED TO THE HEAD OF SCRUTINY FOR ACTION.

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Author/Lead Officer of Report: Sam Martin,
Head of Commissioning

Tel:

Report of: *John Macilwraith, Executive Director of the People Portfolio*
Report to: *Cabinet*
Date of Decision: *18th March 2020*
Subject: *Investing In Young People*

Is this a Key Decision? If Yes, reason Key Decision:-	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
- Expenditure and/or savings over £500,000		<input checked="" type="checkbox"/>		
- Affects 2 or more Wards		<input checked="" type="checkbox"/>		
Which Cabinet Member Portfolio does this relate to? <i>Education and Skills</i>				
Which Scrutiny and Policy Development Committee does this relate to? <i>Children, Young People and Families</i>				
Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? <i>56</i>				
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>

Purpose of Report:

The report sets out the conclusions of the Leader of the Council's Review of Youth and Young People Services. It outlines future strategic ambitions to support the young people of Sheffield through a new integrated delivery model This will be supported by additional investment of £2m in resources in 2020-21 with an ambition to identify additional mainstream funding through the Council's budget process in future years.

Recommendations:

That Cabinet:

- Notes the findings of the Leader Review of Youth Services
- Endorses and approves the ambitions and proposals set out in this report to support and improve the lives of young people in Sheffield and
- Notes the concurrent decision made in the Council Meeting of 4th March 2020 to invest an additional £2m to further develop young people's services in 2020-21, with an ambition to identify additional mainstream funding through the Council's budget process in future years.
- Agrees not to retender the current contract for Youth Services when it expires.

Background Papers:*None*

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: Paul Jeffries/Liz Gough
	Legal: <i>Sarah Bennett</i>
	Equalities: Bashir Khan
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	EMT member who approved submission: <i>John Macilwraith, Executive Director of People Services</i>
3	Cabinet Member consulted: <i>Cllr Abtisam Mohammed, Cabinet Member for Education and Skills Cllr Jackie Drayton, Cabinet Member for Children and Families.</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	Lead Officer Name: <i>Sam Martin</i>
	Job Title: <i>Head of Commissioning</i>
Date: <i>March 2020</i>	

1. PROPOSAL

The Leader's review has concluded that to deliver an inclusive, ambitious and collaborative strategy for youth services supported by a further £2m of additional investment the current contract will not be retendered and a new enhanced, integrated delivery model will support a new strategic youth offer.

1.1 Introduction

- 1.1.1 Young people are the future of Sheffield and the country, and the Council is committed to helping all young people make a successful transition from their teenage years to grow into confident, happy and successful young adults. This report sets out the Council's strategic vision for the future for the delivery of services to support young people and provide youth services.
- 1.1.2 In the last 18 months the Leader of the Council has conducted a strategic review of services to young people. Through this review the Council has consulted with a range of stakeholders, including current services (managers and staff), young people themselves, and wider groups and voluntary organisations in the city, and considered key evidence and data about the needs of young people and what services and interventions are likely to best support them.
- 1.1.3 The Leader, through the review, wanted an ambitious approach to a new youth service provision and the review concluded that with the additional investment identified through the budget process there is an opportunity to fulfil that ambition through enhanced support and interventions for city's young people and greater alignment and integration across Council services. This will build on nationally recognised delivery that already exists in SCC MAST and Community Services e.g team around the family and around the person approaches. The consolidation and increased investment will provide a coherent and holistic service model to young people which will support and inspire them to achieve their full potential and contribute to the future prosperity of the city of Sheffield
- 1.1.4 The challenges facing young people, and the services that support them, are complex and ever evolving. From the impact on mental health of social media to the changing nature of gang activity and exploitation, young people in Sheffield face obstacles that didn't exist a generation ago. The way we deliver services must adapt to reflect this. These are long term issues, and there is not a simple, easy answer to how best to deliver these services; these are complex challenges that will require continual evolution and development.
- 1.1.5 However, too often policies and service developments tend to view and define young people by their 'deficits' and focus only on the challenges and problems they face, rather than recognising and supporting the assets and

opportunities available to them. The public perception of young people is often very different from the reality of their lives. For example, nationally, and in Sheffield, there are positive indications that risky behaviour is declining amongst young people, especially drinking, smoking and drug use, and teenage pregnancy¹. Too often we look at the negatives and do not appreciate the positives in relation to young people.

1.1.6 This paper sets out proposals to address this and recommends an integration and alignment of existing resources to support the young people of Sheffield. Through this ambitious new strategic approach it is proposed that the Council will:

- Invest an additional £2m in 2020-21 with an ambition to identify additional mainstream funding through the Council's budget process in future years, to develop young people's social and economic capital in the city in addition to the £3m we already invest annually
- Ensure there are trusted adults or mentors and/or youth workers to provide consistent professional guidance, advice and wraparound support
- Connect support across a wide range of provision depending on the needs of young people including school/college and training, employment support and advice, safeguarding, youth justice, education, family support (i.e MAST), and health, including mental health
- Focus resources on the specific needs of teenagers (age 14+) supporting their journey into successful young adulthood and the rest of their lives.
- Embed provision in communities so that it is responsive to and driven by local needs and the diversity of our city, and co-produced with young people themselves.
- Develop this into a city-wide approach through partnerships with key stakeholders including young people themselves, and our VCF partners and statutory partners like the NHS and the Police.

1.2 **Background**

1.2.1 **Young People and Youth Services in Sheffield**

1.2.2 There are around 40,000 young people aged between 13 and 19 years of age living in Sheffield at any one time. The majority of young people in Sheffield progress through their teenage years into early adulthood without requiring support beyond their families, friends, and universal services such as school or their GP. However, for those that do need extra support, a range of services are in place to provide the practical and emotional support they need.

1.2.3 Every year around 4000 young people in this age group are in contact with one or more services that the Council directly funds, delivers or

¹ Youth Drinking in Decline (SchARR, University of Sheffield 2018).

commissions, and therefore further integration with wider SCC services and public sector partners will bring a more supportive and cohesive offer for young people, meeting their needs.

1.3 **The Changing Needs of Young People**

1.3.1 Outcomes for young people in Sheffield in term of education, health, employment and crime, are broadly comparable with, and sometimes better than, other large cities in the UK. The Review of Young People Services considered a range of data about the needs and outcomes for young people.

1.3.2 Some facts about young people in Sheffield

- There are around 40,000 young people living in Sheffield aged 13-19 (excluding university students)
- Around 1,300 young people age 16-18 each year find themselves not in education, training or employment (NEET)
- Around 350 young people commit crime and get involved in the youth justice system
- There are around 600 Children in Care of the Local Authority, with a further 400 Care Leavers up to age 25 eligible for ongoing support from Council services
- Around 2000 Children and Young People have an Education, Health and Care Plan
- There are around 350 teenage pregnancies every year - about 150-200 new teenage parents each year

1.3.3 From a range of consultation exercises and through constant feedback from young people we know that the things young people want are broadly:

- Good careers advice & support and education that prepares them for life and work
- Access to good training, education and jobs
- A decent place to live
- Things to do in their local area with their friends and families
- They want to be able to be supported by one worker, someone they trust, for the duration of their time receiving support.
- Having a voice in shaping the services that support them.

1.3.4 There have been some notable successes in improving outcomes for young people in the city such as reductions in NEETs, teen pregnancies and substance misuse. However there are still significant improvements required in some areas including:

- School exclusions remain persistently high, and the school attainment gap at 16 especially for more disadvantaged pupils needs to improve
- Mental and emotional health and wellbeing is a rising challenge

- and requires a new preventative and coordinated approach
- We are increasingly aware of, and concerned about the ways teenagers can be drawn into exploitation, including criminal and sexual exploitation and gang activity, and have seen an increase in recent years of teenagers coming into the care system.
 - Under 18 conceptions, though reduced significantly in the last 10 years are still worse than English average
 - Child Poverty is significantly worse than English average
 - NEETs – the reductions in the numbers of young people not in education, training or employment at 16 and 17 have halted in the last 2 years and have started to rise a little
 - Reoffending rates for young people have improved but still lag behind other comparable areas
 - Young People aged 18-24 are three times more likely to be unemployed than their older counterparts
 - Welfare reforms continue to increase pressure on young people
 - We know that young people tend to be subject to multiple vulnerabilities. For example, young people who are not in education, employment or training ('NEET') are 50% more likely to have a prescription for depression or anxiety than their peers, and 18% of young people in custody have special educational needs or disabilities, compared to 3% of pupils overall.. A more integrated approach and further investment will therefore work to reduce some of these issues for young people for example housing advice, education and skills and wellbeing.

1.4. **What are our ambitions in terms of services for young people?**

- 1.4.1 The support we provide to young people, particularly young people who are more disadvantaged, is crucial to supporting them to lead happy, healthy and fulfilled lives. The Leader's review concluded that a cohesive integrated offer would better secure positive outcomes for young people.
- 1.4.2 Young people have told us on many occasions through consultation that where they need extra help they want to be able to be supported by one worker, someone they trust, for the duration of their time receiving support, and have highlighted the importance of having a voice in shaping the services that support them. While services seek to work together where possible, and there are good examples of them doing so, they are separately commissioned, contracted, and delivered by different organisations and parts of organisations, and as a result opportunities for joint working can be limited. Services can be complex to navigate, and a young person may find themselves 'bouncing' between numerous services if they have a number of different support needs. SCC has listened to young people's feedback and propose to ensure, with further investment, integration and alignment with SCC services young people would have a trusted person to work with to help navigate and wrap the required services around the young person to ensure positive outcomes.
- 1.4.3 We aim to be more preventative in our approach, by identifying all of a

young person's support needs, including low level needs, when they first emerge. In other words, we would aim to engage not just with young people who are currently experiencing poor outcomes right now, but provide more pro-active support earlier to young people who might be at risk of developing difficulties later in their teenage life. The future strategic approach will link with wider important developments to improve school inclusion, young people's mental health, safeguarding and child protection, and better support for young people with special educational needs and disabilities. This is an integral part of the development of Education and Employment and Skills strategies for the city.

1.5 **The Proposed Way Forward**

1.5.1 We are proposing the Council works with a range of partners to establish a new strategic approach which is:

1.5.2 **Inclusive**

- Developing strong localised provision based on the needs of young people, their families and communities
- Giving young people access to role models or peer mentors with lived experience of the issues facing young people and families
- Provides targeted support to young people at 'reachable moment's' when it will make the most impact
- Pastoral support for young people at the earliest opportunity before problems get worse.

1.5.3 **Ambitious and enhanced**

- Integrated and gets more from available resources for youth and young people services using a different delivery approach
- Responsive practice that identifies and addresses issues early on before hitting thresholds for more statutory interventions
- Research led – enabling creative community input to local service planning and design with a focus on 'test and learn' approaches.
- Developing a workforce that can effectively link up and work across key services to create effective interventions

1.5.4 **Collaborative**

- The development of a Sheffield Strategic Youth Board, bringing a range of stakeholders together including the Council, the NHS, the Police, voluntary organisations, and young people themselves, to coordinate resources and agree a citywide approach to developing services and support
- Neighbourhood services that are co-produced with young people, families and communities
- Members of the community empowered to develop more sustainable and embedded local projects and solutions
- Supporting city services to engage effectively with local communities
- Developing a consistent data sharing platform and information exchange with key agencies.

1.6 **How will we do this?**

1.6.1 We will seek to build on the positive work already taking place with young people in Sheffield, and reconfigure existing services to remove or reduce the barriers that currently exist between them. This will create a strategic service model that allows young people to access the support they need in a more straightforward way, with continuity of care from a main trusted worker, and with access to specialist expertise and input where needed. We will use the additional resources outlined above to improve the early identification and support of young people struggling at school and in their families and communities, provide appropriate youth work interventions, and expand the range of post 16 training and learning on offer in the city so that it better meets the needs of young people.

1.7 **Outcomes**

1.7.1 The objective of the new service model will be for young people in Sheffield to receive the right support at the right time, to ensure they can go on to have happy, healthy, and successful lives. To achieve this, services need to focus on all areas where young people may be experiencing difficulties, not just the issue they present to services with. As a Council we are increasingly focusing on organising services to delivery clear and ambitious *outcomes* for the people we serve, rather than just measuring narrow *outputs*.

1.7.2 Our ambition is to broadly support the following outcomes for all young people:

- Building their confidence and resilience, and their *human capital*
- Inspiring their aspirations for the future
- Making positive choices about life and work
- Having the best possible health, including mental health
- Enjoying strong and positive family life and friendships
- Having a safe and secure place to live in a friendly and accepting community.
- Taking part in learning, both in formal and through community activities, that is engaging and challenging, and sparks their imaginations, and widens their horizons
- Making the best of, and contributing to, what Sheffield and the wider world has to offer in sport, arts, heritage and the environment.
- And, crucially, to have their voice heard

1.7.3 Our proposal is to reshape, integrate and connect services in a number of areas:

1.7.4 **Youth and Community Engagement with focused youth work areas**

- Develop a city wide youth work offer embedded and responsive to the needs of local communities. This will give young people a

voice, develop youth activities and support young people to meet their needs and aspirations through positive experiences and outcomes.

- Mapped areas of designated high need based on deprivation, antisocial behaviour and crime, and education and employment data with youth and community engagement workers deployed accordingly.
- Targeted/detached youth work - through a reshaped Community Based Youth Service
- Development of localised youth community action groups supporting Infrastructure development in localities leading to a reshaped city-wide Youth Voice programme
- Trial and test new activity methods
- Research led and evidence based community led evaluation
- Professional workforce development – capacity building across the sector

1.7.5 Integrated targeted support for young people who need extra help

- individual and groups of young people – including young people identified as at risk of offending; criminal and sexual exploitation; gang affiliation & knife crime; harmful sexual behaviour
- Deliver targeted and early help services in a more coordinated way through a trusted keyworker who will undertake an assessment and agree an individual support plan with the young person.
- Aligning to a contextual safeguarding delivery model
- Align to specialist services Emotional Well-Being & Mental Health e.g. Sexual Health, Substance Misuse,

1.7.6 Improve in school support for young people at risk of disengaging from learning

- Increased attendance and attainment; and improved behaviour in schools
- School advocates and roll out of vulnerable learner reviews
- Direct referral to a connected Targeted Youth Work Keyworker and/or MAST Support offer
- In reach support to schools to help vulnerable le learners including raising awareness of the impact of childhood trauma and managing challenging behaviour

1.7.7 Integrated approach to preparing young people for post 16 transitions into learning and work

- Ensuring Schools meeting the 8 “Gatsby” benchmarks of good practice for Careers Advice and Education
- Developing a Meaningful employer experience as part of a Careers and Progression programme
- Accessible information sources to create realistic choices on

- post 16 pathways for young people, parents and carers
- A Personalised local curriculum offer for those that may need an alternative learning context
- Access to good independent and impartial careers guidance
- Pre-apprenticeship development for young people who are not yet 'apprenticeship-ready'.

1.8 The Proposed Delivery Model

- 1.8.1 When the current contract for youth provision ends, alternative delivery options are available which will be more advantageous in terms of delivering the outcomes and ambitions set out in this report. In addition, the current Council approach, at the conclusion of contracts, is to insource services unless there is a good reason not to do so.
- 1.8.3 Therefore, the recommendation is that the Council does not retender the current contract for Youth Services when it comes to its natural end. A further report setting out in more detail the alternative delivery options will be presented for a Leader Decision in April.

2 HOW DOES THIS DECISION CONTRIBUTE ?

This proposal will ensure that the young people of Sheffield receive the right services and support in their journey through their teenage years into early adulthood and beyond. It will ensure that community based provision is in place to provide young people with places to go, things to do, and someone to talk to when things get tough. This will contribute to the Council, and wider City ambition to build thriving communities, and support confident, well-educated and informed young people to help build the future of our city.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1.1 There has been extensive consultation with young people, staff, and wider stakeholders over the last 4 years as the current arrangements for young people services have been approaching an end. A detailed summary of the consultation exercises is set out in **Appendix 1**. The following section highlights key outcomes of the consultations.
- 3.1.2 As part of a consultation process in summer 2017, the views of young people were sought on the future of services for young people in Sheffield. This consultation included speaking directly to young people, including more vulnerable young people. This included meeting with the Youth Cabinet and Young Advisers, as well as six of the Youth Clubs run by the current provider.
- 3.1.3 We heard a number of views from young people about existing services and their needs. In particular young people repeatedly told us they didn't like having to keep 'bouncing around' support services, having to 'tell their story' repeatedly to new keyworkers in different services, and would value

having a more joined up and consistent support service that could meet a range of needs without needing to keep referring them on.

- 3.1.4 Visits were made to housing schemes for homeless young people aged 16-19 and consultation undertaken with the residents and staff there. The young people reported having to repeat their personal circumstances and support needs several times in each service they accessed which they found frustrating. They also cited the unfriendly aspect of a lot of locations such as hospitals and large offices where they felt intimidated and appreciated having help from staff when having to go to such places.
- 3.1.5 An online public consultation has also been carried with providers and promoted this through the VCF network and with current providers. Commissioners met with the VCF network and their lead members to discuss proposals and also obtain feedback from them on how services might be shaped and delivered through better partnership working. VCF providers then produced their own Strategy for Young People outlining their priorities for change, which has also informed the development of the recommendations in this report, with many of the outcomes and ambitions set out in that report being reflected in the outcomes presented above.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

- 4.1.1 An equalities impact assessment has been completed for this proposal. As set out above, the additional resources invested in supporting young people will reduce inequalities in outcome between younger people and their older peers. Resources will be balanced so that young people with greater disadvantage receive more support tailored to their needs, so this proposal will contribute to efforts to close the gap in areas like school engagement and attainment which are felt more greatly by young people from more disadvantaged or groups protected by equalities duties.

4.2 Financial and Commercial Implications

- 4.2.1 Current spend on the Sheffield Futures contract and services in 2019/20 is £2,966k. More widely the Council spends upwards of £5m per year on a wider range of other associated support services for young people.

4.2.2 *Future Additional Investment*

- 4.2.3 Under these proposals, and to support the wider ambition set out above to support young people, it is proposed that the Council invests £2m in additional resources in 2020/21 with an ambition to identify additional mainstream funding through the Council's budget process in future years. This will expand and increase the offer to young people through the strategic approach set out in this report. Exactly how this additional resource will be distributed across the range of service provision has not been determined in detail at this stage, and will be subject to further determination when the future delivery approach has been decided,

because at that point SCC will have a clearer picture of the services, staff and resources and will be better placed to make decisions about where additional resources can be best deployed.

4.2.4 There are no additional financial implications from this paper. In the Leaders Decision report proposed in this paper for April, more detail of the financial implications of the options under consideration will be provided.

4.3 Legal Implications

4.3.1 The Council is under a general Duty of Best Value to “make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.” Under the Duty of Best Value the Council must therefore, consider overall value, including economic, environmental and social value, when reviewing service provision before selecting the option it believes does deliver Best Value

4.3.2 The Council has a number of statutory duties relevant to youth and young people services, including:

- the duty under Section 507B (inserted into the Education Act 1996 by section 6 of the Education and Inspections Act 2006) to, so far as reasonably practicable, secure for qualifying young persons in the authority’s area access to:
 - a) sufficient educational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities; and
 - b) sufficient recreational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities.
- the duty to prevent needs for care and support following implementation of the Care Act 2014;
- the duty to provide advice and assistance to persons in its area who are homeless or threatened with homelessness or threatened with homelessness and to provide accommodation for persons in its area who are eligible, homeless and in priority need under Part VII of the Housing Act 1996;
- the duties under the Crime and Disorder Act 1998 relating to youth crime and disorder; and
- the duties in the Education and Skills Act 2008 in relation to the participation of young people in education, employment or training.

4.3.3 Implementation of the proposals in this Report will help to ensure that these duties continue to be met.

- 4.3.4 There will be implications of not retendering the current contract for Youth Services, for example the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) (as amended) is likely to apply. There are also exit provisions in the current contract, dealing with, amongst other things, the transfer of specified equipment and assets to the Council, that will need to be followed. The nature of the implications for the Council will depend on the exact way in which services are to be delivered in the future and so it is proposed that these are considered by the Leader in April alongside the detailed delivery options.

5 ALTERNATIVE OPTIONS CONSIDERED

- 5.1 The Review of Services considered a range of potential options and service delivery to reach its final conclusions about the ambitions and priorities for a new strategic approach to support young people. The proposals set out in this report are considered to represent the best way to improve the lives of young people in Sheffield.
- 5.2 A number of options to secure the delivery of services in the future have also been considered through the Leader Review. These include retendering the current services through a contract, considering the possibility of a Sheffield Youth 'Trust' or 'Youth Mutual', or some kind of alternative arm's length organisational structure. Further detail on these alternatives and their appraisal will be set out in more detail for the Leader to consider in April.

6. REASONS FOR RECOMMENDATIONS

- 6.1 The Leader review of youth services concluded that with the additional investment outlined in this report there is an opportunity to have a more ambitious offer for young people in our city that will enhance the support and outcomes for young people through greater alignment and integration across Council services. It is expected that some commissioning activity across the city will form part of the way forward, and a Leader Decision in April will set out more detailed delivery options.
- 6.2 The consolidation and increased investment affords the opportunity to provide a coherent and holistic service to young people that will support and inspire them to achieve their full potential and contribute to the future prosperity of the city of Sheffield.
- 6.3 The strategic approach set out in this report will provide a more ambitious youth offer with a coordinated set of provision and support for the young people of Sheffield and enable them to fulfil their potential. It will enable the Council to take a flexible and integrated approach in future to provision for young people. A wider strategic citywide approach will enable the Council to engage with a range of other partners, including the NHS, Police, Schools, Communities and the Voluntary Sector, to coordinate resources and approaches across the city.

Appendix 1

Summary of Findings from Consultation

As part of a consultation process in summer 2017, the views of young people were sought on the future of services for young people in Sheffield. This consultation included speaking directly to young people, including more vulnerable young people. This included meeting with the Youth Cabinet and Young Advisers, as well as six of the Youth Clubs run by the current provider.

We heard a number of views from young people about existing services and their needs. In particular young people repeatedly told us they didn't like having to keep 'bouncing around' support services, having to 'tell their story' repeatedly to new keyworkers in different services, and would value having a more joined up and consistent support service that could meet a range of needs without needing to keep referring them on.

Visits were made to housing schemes for homeless young people aged 16-19 and consultation undertaken with the residents and staff there. The young people reported having to repeat their personal circumstances and support needs several times in each service they accessed which they found frustrating. They also cited the unfriendly aspect of a lot of locations such as hospitals and large offices where they felt intimidated and appreciated having help from staff when having to go to such places.

Consultation responses

144 responses were received in total, of which 60% were from young people within the project age group of under 25; 23% of the total numbers were from young people aged under 15.

Key findings of the consultation

Vision and Partnership

These areas were broadly supported and respondents felt it covered most things important to young people. However – a broader strategic vision for the city is needed, with a strategy developed in collaboration with a wide range of partners, especially young people. There was support for the concept of a new strategic partnership to collaborate effectively across sectors to support young people. Young people made really helpful suggestions about the kinds of qualities a good partnership would need.

Community Youth Teams/vulnerable young people service

Concern was expressed by some staff in existing services about a potential TUPE if a new organisation won any contract. They felt that a service that did not employ Council staff would not be as safe and accountable as a Council run service, however if commissioned it would have similar status to the current contract but recognised that in Sheffield we have already, for the last 15 years, had youth services delivered by an external charity

Some respondents thought support should be available for young people younger than teenagers. Others thought a young people's service should be focused on helping young people make a successful transition to adulthood

One Stop Shop.

Young people and other respondents were broadly supportive of maintaining some kind of central one stop shop for advice and information with open access. Young people in the more outlying areas of Sheffield felt that, although one central point was effective, for many the travel to the centre is difficult, and cost could be a barrier. They suggested there could be a localised place for initial referral and signposting as well as a central point.

Young People's Voice.

All respondents agreed the need to take account of what young people say and the importance of having regular connection with them. Schools should be more engaged with the support on offer to young people. Young people were also supportive of the idea of having a mentor, or keyworker to coordinate the support on offer. A key stress area was in the transition from children's to adult services.

Youth Work and Activities

There was concern about whether there would be retention of youth clubs, and also a view that money could be invested in community based provision some of which could be more specialist, on a smaller scale and in a locality where there was a specific need.

Many desirable diversionary activities could not be afforded by the young people who need them.

Ambition and Service Development

Finally, particularly through our discussions with other service commissioners within the Council and in other organisations like the Police and NHS, there was a clear interest in the potential to be more ambitious in the scope of the new service, to clearly bring together and join up services for homeless young people, care leavers, young offenders and young people at risk of gangs, sexual exploitation or drug and alcohol problems.

Young People's Services Review: staff and provider events

As part of the Leader's Review of Young People's Services three consultative workshops were held in September 2018, one for Sheffield City Council employed in delivering and managing in-scope services and two for organisations that were providers of services to the Council, or had interest in potential opportunities that might arise through commissioning or partnering. Key points that emerged from the discussions are set out below.

33 staff attended the first workshop; 108 people from 81 organisations registered

and 94 from 70 organisations actually attended the two provider events.

Each workshop consisted of a presentation outlining the purpose of the review and the aims of the workshop, information on the reasons why the review was necessary, the complexity of young people's needs and service demands, and the current climate for delivery, with examples from two different services. In addition, the session would be used to explore opinions and ideas from attendees:

To look at *what* we need, or want to do...

- What outcomes we want to improve
- Which services, functions and activities will deliver those outcomes.
- Which staff groups

And *how* we want to do it...

- What delivery models are available to us
- How can services be better integrated and preventative in approach?
- What are the pros and cons of different approaches

Two round table discussions to structure this were delivered with written feedback submitted from each group. The following is a summary of key points.

What kinds of issues do young people face today and how is this changing?

The key concerns here were increasing pressure on young people starting at earlier ages, increasing need for lower level mental health support especially for depression, anxiety disorders and self-harm, earlier engagement with illicit drugs and alcohol, earlier criminalisation of behaviour, poor educational experiences and progression opportunities, lack of basic life skills such as handling money or budgeting, cooking, personal hygiene and the responsibilities of everyday life

What kinds of services do you deliver currently for young people?

Statutory services were well represented, including Care leavers, NEET services, Youth Justice, Housing advice and provision for 16+, Community youth teams multi-agency support, Social care. Non-statutory included restorative justice, youth clubs and positive activities, crime prevention, substance misuse and staff training provision. Common work occurred across a wide range of providers in "softer skills" areas such as: building personal skills, relationships and personal development, building self-esteem and resilience, emotional well-being.

Is there anything that works but could be improved?

The key responses focused around earlier identification processes so that services could be engaged at earlier stages avoiding crisis interventions. Closer links between VCS and statutory services with a shared strategy; shared referral and assessment processes; transitions from service to service and children's to adults need to be improved. In addition: leaving care and looked after children – makes more sense for them to be a single service to ease transitions from care. The lack of suitable safe and young people centred spaces around the city was cited as one reason services were moving to the centre which could make access difficult for many young people.

Is there anything we need to stop doing as it isn't effective?

Key elements here included: placing of young people into their own flat until such time as they are ready for it, and know how to manage their tenancy, budget and have some life-skills; duplication of effort in initial assessments, with each service re-assessing the same young person as they access them, causing them to have to tell their story multiple times; lack of resource for preventative work. Change or improvement to environments for delivery of young people's mental health services was also required.

What new ideas could we be taking on board?

The main responses centred around integration and partnership - Care / health / police / education all working together; an integrated partnership with a joined up approach between services; strategic integration with commissioners and national funding bodies to align services and funding. Better integration of universal and targeted specialist support services with shared access to effective information, data and statistics.

Additional questions discussed were:

- What do you see as the pros and cons of a more integrated service models – say a single Vulnerable Young People Service?
- What are the similarities and differences between the current work and functions of different services (for example, what assessment tools are used, how different services measure success?)
- What do you think are the core qualities, skills, expertise, that staff working with vulnerable young people should have?
- What are the pros and cons of a keyworker type model in future service delivery?
- What additional new functions could any new service model include that would help deliver positive outcomes for young people? (more mental health support for example?)
- What else is out there that we could look at or learn from?

Similar ideas and suggestions came forwards as in the first set of questions on a more specific service-based context, but with greatest discussion around the role, remit and benefits of a key worker model, about which the respondents were divided. A strong trend was the need for better staff training, across Council staff and providers and also staff in schools. The need for schools to play a stronger part in the solutions was also strongly expressed.

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