



Report to Children, Young People and Families Scrutiny & Policy Development Committee

Report of: Jayne Ludlam, Executive Director, People Portfolio

Subject: Consultation on the future commissioning and delivery of young people's services – *Investing In Young People*

Author of Report: Sam Martin, Assistant Director, Integrated Commissioning Unit, People Portfolio

Summary:

The Council needs to recommission services for Young people in 2018, because current contracts are ending. A set of draft strategic proposals have been drafted, and are currently open to consultation and views from a wide range of stakeholders are invited.

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

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

The Scrutiny Committee is being asked to:

Consider the proposals and make comments and recommendations as necessary, in order to help shape any final proposals that will go forward for a cabinet decision in the Autumn of 2017.

Background Papers:

None

Category of Report: OPEN

Report of the Director of the People Portfolio
Consultation on the future commissioning and delivery of
young people's services: *Investing in Young People*

Introduction/Context

1. The Council needs to recommission services for Young people in 2018, because current contracts are ending. A set of draft strategic proposals have been drafted, and are currently open to consultation and views from a wide range of stakeholders are invited.
2. The consultation proposals are available to the public on the Council's *Citizenspace* website at:

https://sheffield.citizenspace.com/performance-research/young-peoples-services/consult_view
3. This report sets out the same consultation proposals and provides opportunity for the Committee to respond to the proposals whilst the consultation is open.
4. The views and responses provided by the committee will be considered along with other responses from a range of other stakeholders and focus groups, including young people themselves, to shape final proposals which will be considered by the Council Cabinet in the Autumn of 2017.

Section 1: Background – why are we consulting on this?

5. This consultation document sets out Sheffield City Council's (SCC) proposals for the future commissioning of services to young people and the reasons for the proposed changes. We want to hear the views of as many people as possible, including young people, parents and carers, and those involved in the delivery of young people's services.
6. SCC's ambition is that *all young people in Sheffield achieve their full potential, and should be active, informed, healthy, engaged and ready for life and work in the twenty-first century*. Young people are supported in this aim by a wide range of people and services: their families and friends; schools; health services; voluntary groups; and others. The council has a role to play in providing services to young people that help them make a successful transition to independence, especially for those young people who need a bit more help, or who are at risk of poor outcomes, such as getting involved in crime or disengaging from learning and work.
7. SCC has, since 2002, commissioned the delivery of services to young people through a contract with a Sheffield-based charity called *Sheffield Futures*. This contract ends in shortly, and as it cannot be automatically renewed the council is taking this opportunity to refresh its strategy for the commissioning of services to young people beyond that point.
8. In considering future options, the council needs to take into account:
 - the impact that the repetitive cuts to its budget since 2010 have had on its provision of services to young people. Since 2010 the council has had an overall budget cut of over £350m and the budget for young people's services has reduced from just over £12m in 2010 to just under £4m in 2016
 - the further funding reductions that are likely to take place – another cut of £123k in the youth budget is planned for 2017/18 as part of over £40m further cuts to council budgets.
 - changes in government policy that have moved the emphasis from councils providing universal provision for young people to targeted support for the most vulnerable
 - the changing needs of young people themselves.

Financial and Policy Background

9. In the last three years alone, the impact of the government's austerity programme has been to reduce the council's budget by more than £100m. Further reductions are anticipated, including the need to reduce SCC's budget by a further £40m in 2017-18. The national austerity programme has seen a significant scaling back of youth services across the country with some closing down altogether. However, SCC has continued to prioritise its services to young people and, whilst these have inevitably reduced since 2010, the council has sought to find innovative ways of protecting its youth provision, particularly for the most vulnerable and disadvantaged.

10. At the same time, the council's responsibilities for young people services have changed. For example the government transferred responsibility for the provision of careers guidance from local authorities to individual schools & colleges in 2012; policy making for youth services transferred first from the Department for Education to Cabinet Office and, more recently, to the Department for Culture, Media and Sport; the organisation of Youth Justice Services is under review; and DfE has narrowed its focus to one of requiring local authorities to improve the education, employment and training (EET) outcomes for 16-18 year olds in line with their obligations under the Raising of the Age of Participation legislation. As a consequence, the council needs to review how it commissions young people services from 2017.
11. The Council still has a number of *statutory duties* to provide services to young people, notably:
 - to support young people to make a successful transition from school in to further education, training or employment at 16
 - to make its best efforts to ensure that all teenagers remain in education, training or employment between the ages of 16 and 18
 - to prevent crime and antisocial behaviour among young people
 - to enable access to positive activities for all young people.

What have we done to meet these challenges up to now?

12. Targeted Support to Young People: in response to these financial and policy challenges, the council has, over the last six years, managed down the budget for services to young people by two thirds to a current spend this year of just under £4m. In so doing, SCC has stopped directly commissioning both universal school-based careers advice and universal positive activities and has, instead, increasingly targeted its resources towards vulnerable young people.
13. Community Youth Teams: SCC has, by working with partners and through its contract with Sheffield Futures, created multi-agency *Community Youth Teams*, which successfully bring together youth workers, youth crime prevention staff and careers advisors, alongside police officers and health workers, to deliver, more efficiently, a range of services to vulnerable and disadvantaged young people.
14. Youth Work: although provision has inevitably reduced, SCC has continued to invest in a core youth work offer based on a mix of centre-based activities and street-based work, in specific areas and with the most vulnerable young people.
15. Youth Voice: SCC has continued to champion the voice of young people in influencing the issues and services that affect them through its support for the Sheffield Youth Cabinet and the Young Advisors.
16. Volunteering: SCC has developed volunteering opportunities and support to community groups through the *Sheffielddr* project and enabled the wider use of buildings by community organisations.

17. External funding: As their budget has been cut SCC has encouraged Sheffield Futures to access external funding, and this activity has secured more than £6m for young people's services that would be otherwise unavailable to the city from a range of programmes and funding sources, including the Big Lottery and Children in Need.

What do we mean by 'Services to Young People'?

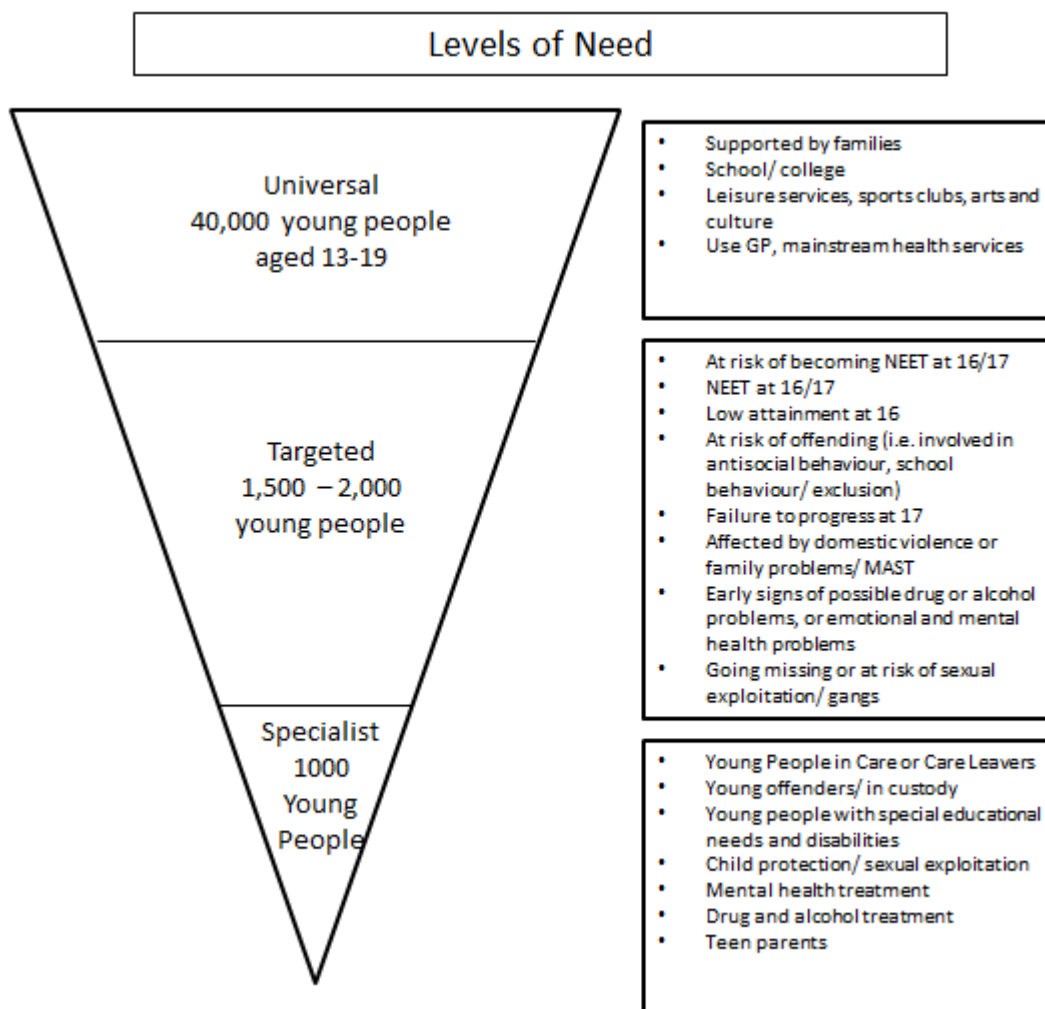
18. For the purposes of this consultation, *Services to Young People* are:
- activities delivered out of school hours for young people aged 13-19 (or up to the age of 25 for young people with special educational needs and disabilities) that develop their skills, confidence, health, independence and wellbeing. This includes, but is not limited to, youth clubs and street-based work with young people
 - advice and guidance for young people about post -16 education choices, jobs and careers, particularly for the most vulnerable and those most likely to disengage
 - guidance and support to young people at risk of falling out of education, or at risk of getting involved in crime, substance misuse and other risky behaviours, including sexual exploitation.
 - activities that support young people in having a say in the decisions and the services that affect them.

The following services are *not* included in this consultation:

- formal education at school or college, or work-based training
 - behaviour and learner support in schools and colleges
 - social work, child protection or family support services
 - specialist health, medical or treatment services, including mental health services
 - supervision of young offenders
 - children's residential homes and foster care
 - sports centres and leisure services, including outdoor education
 - young people's housing services, or homeless support
 - services for younger children, nurseries or early years provision.
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Section 2: Services for Young People in Sheffield

19. There are over 40,000 young people aged between 13 and 19 years old in Sheffield. The vast majority are supported by their families, attend school or college and join in a wide range of leisure and educational activities provided by their schools, sports clubs, faith groups, private companies and voluntary groups. However, we know that a smaller number of young people each year need a bit more help to stay on the right track.



20. SCC currently commissions:

Lifelong Learning, Skills and Communities (the council service that holds the youth remit) to make available:

- Strategic leadership – shaping the city's youth strategy and services
- Youth Crime Prevention staff - employed by SCC, but managed within the Community Youth Teams where they work with around 700 young people annually who are at risk of crime and antisocial behaviour

- Contract management, data, tracking and post-16 on-line applications - the local authority still has a statutory responsibility to track and report to DfE on the education, employment and training of all 16 and 17 year olds and organises the post-16 on-line applications process on behalf of all of the city's schools and colleges.
21. Sheffield Futures, via contract, to organise:
- Community Youth Teams - targeted youth work (clubs and street-based) – 49 sessions per week in priority areas with around 2,500 young people engaged every year
 - Targeted careers guidance and NEETs (Not in Education. Employment or Training) prevention – around 2,000 young people engaged per annum
 - The voice of young people – supporting the Sheffield Youth Cabinet, UK Youth Parliament, social action projects and volunteering
 - Sexual Exploitation Service – a multi-agency service, jointly commissioned with NHS and the Police, that helps young people who are at risk of sexual exploitation. Only a small proportion of the overall budget derives from SCC's youth budget
 - One Stop Shop for Young People at Star House – provides access to everything from careers guidance to sexual health services and counselling as organised by Sheffield Futures and commissioned by a range of organisations, not just SCC.
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Section 3: Our Vision for the Future:

22. *Our vision is that all young people in Sheffield should achieve their full potential, and should be active, informed, healthy, engaged and ready for life and work in the twenty-first century.*
23. This means giving extra help to young people, where they need it, by helping them:
- to be well prepared for adult life including being financially literate, able to form good relationships, and have self-esteem, confidence and resilience.
 - to be well prepared for work, by supporting them into the post-16 education, employment and training that best meets their skills needs and career aspirations and to get help, advice and careers guidance when they need it.
 - to play an active role in their school, college and community, and to celebrate their heritage and achievements
 - to pursue their ambitions, talents and interests through positive activities and personal development
 - to have their say in the decisions and services that affect them
 - to be healthy, feel safe and avoid risk
 - be supported in their journey to independence
24. When considering the future commissioning options for services to young people that are available to SCC, we have been guided by the following considerations:
- Resources. The pressure on council budgets is likely to persist and demand for more intensive care and support is likely to increase. This will make it harder for the council to find resources for non-statutory services. SCC therefore needs to target diminishing council resources at improving outcomes for the most disadvantaged or vulnerable young people. This means further developing wrap-around guidance and support for vulnerable teenagers who often have multiple and complex needs, to help them progress, remain in education, employment or training and steer them away from crime, gangs, anti-social and other risky and harmful behaviour.

- Integrated partnership working with statutory services and other agencies. Public services, including the council, NHS and the police, need to work with each other and with local communities to make finite resources go further and to achieve our common objectives of improving outcomes and life chances for all of the city's young people. Young people who are confident, resilient, socially active and who have aspirations, are less likely to be involved in crime and more likely to make healthy choices and to make positive progress in education and employment.
- Partnership working with the voluntary and community sector - the young people's services that are commissioned by SCC form only a small proportion of the range of opportunities that are available to young people across the city. Young people in Sheffield have access to, and take advantage of, lots of services and activities run by voluntary groups, charities, private businesses and faith groups which are not funded or delivered by the council. We need to build new partnerships and funding approaches which extend the range and reach of positive enrichment activities to allow young people to develop their talents and ambitions. We want to encourage and support innovation and to maximise the funding opportunities that are available to the city through charitable funds, grants and social investment, which when secured, properly packaged and aligned with council funding can do so much to deliver our shared ambitions for young people.
- Giving young people their voice - young people need to have a say in shaping the services and decisions that affect them and they need to be encouraged and supported to take an active role in the life of their communities and the city as informed citizens.
- A commissioning strategy that reflects the current financial and policy landscape – in the face of cuts that have seen the youth budget reduced by £8m since 2010 and in recognition of the fact that the council, by itself cannot, deliver the range and depth of services that young people in our city need and deserve, our approach to the commissioning of services to young people has three strands:
 1. In house provision - where provision is best delivered by the council, these services will be retained by the local authority, or brought 'in-house'
 2. Investing in partnership - where our objectives are best met by integrated working with other stakeholders, then we will seek partnerships with external agencies and organisations with a shared interest and resources allocated to improving outcomes for young people with a view to creating an investment partnership that allows scarce resources to be stretched further and additional external funding to be won for the city

3. Tendered contracts - where services to young people are best delivered by others, the council will use its open, fair and transparent commercial framework to procure services for our young people by open tender from those providers that can demonstrate that they represent best value, are best placed and have the capacity and capability to deliver SCC's objectives. In some cases this will involve the transfer, under TUPE regulations, of staff who currently deliver council-run provision.

Section 4: Commissioning Proposals

25. SCC needs to re-commission its provision for young people in 2017. Over the last 18 months, SCC has considered different approaches to delivering services to young people and the council has spoken to a wide range of stakeholders about the options available to it. To ensure that essential services for young people are in place by the end of the year, the council is proposing the following discrete commissions:



Investing in Young People Partnership

26. At the centre of the new model is the creation of an investment partnership between the council and a range of stakeholders including statutory agencies such as South Yorkshire Police and the NHS, as well as those voluntary, community and faith organisations that can commit significant resources to improving outcomes for young people and that are able to accept the performance-related risks associated with a social investment model. The partners would, through a three-year investment strategy for the city, commit to aligning the resources that they have allocated to relevant services for young people with a view to increasing impact, improving efficiency and securing best value through the joint commissioning of provision.
27. The investment partnership will be shaped by, and work to achieve, the objectives and stretching targets set out in a strategic plan for Sheffield's young people - particularly the most vulnerable and disadvantaged that face the greatest challenges and the greatest risk of poor life chances. The partnership will use its collective, strategic influence to draw in additional external funding to the city in the pursuit of these goals, including the potential use of a social impact bond model and it will champion a Sheffield Pledge to Young People where the local authority, employers, schools, providers and youth organisations commit to helping improve the outcomes of the city's young people through a range of initiatives.

Community Youth Team

28. It is proposed that SCC commissions, along with other agencies in the investment partnership, a new Targeted Community Youth programme to connect with those teenagers and young adults most at risk of behaviour that harms themselves or the communities in which they live, who are more likely to disengage from education, employment and training and, who need extra support to progress to independence and work. The service will be charged with building the necessary trust and relationships that these young people need and encouraging and supporting them in their chosen progression routes.
29. This service will bring together, in a single commission, the highly successful engagement and intervention work of the existing Community Youth Teams. Delivery will be community-based and offer a range of approaches to support the progression of an estimated 1,500-2000 young people every year through a combination of group work, street-based interventions, engagement activities and one-to-one mentoring. SCC will invest in a five-year contract with the proviso that the partnership and its delivery agent will, together, secure external funds and social investment to match the council's investment in targeted support.

30. The new service will be subject to open tender using an outcomes-based approach that is informed by local intelligence, performance data and strategic priorities. The commission is likely to have TUPE implications relating to some staff that are currently part of the Community Youth Teams. TUPE regulations require that staff transferring from one employer to another have their existing terms and conditions protected in law. Any changes affecting existing staff in, or associated with, the Community Youth Teams would be subject to further detailed consultation with the affected employees and their representative trade unions.

One Stop Shop for Young People

31. Star House has been grown successfully as a city-centre location for advice, help and support to the city's young people, particularly those who need these services most. A wide range of services for young people organised by the voluntary and community sector, the city council, health and South Yorkshire Police are delivered from what has become a one stop shop for young people's support that includes careers advice and information, counselling, sexual health services, youth justice, support for care experienced young people, youth volunteering and youth voice. The council does not directly commission, or provide all the services in the one stop shop, but plays a key role in commissioning the infrastructure that enables it to operate, such as triage services. The building is wholly owned by Sheffield Futures.
32. SCC wishes to maintain this valuable multi-agency approach and the co-location of the services associated with this. Going forward, SCC has an aspiration to extend the range of support to young people offered through this one stop shop facility to such things as signposting and support services for unemployed and homeless young people. SCC has sought to examine the available estate and has concluded that Star House offers the only realistic option, within the current financial limitations, for a city-centre venue offering this wide and expanding range of provision. Therefore, SCC proposes to maintain and further develop the existing one stop shop arrangements at Star House by negotiating a memorandum of understanding, a rental agreement and a service charge with the owner.

Encouraging the Voice of Young People

33. SCC is committed to supporting genuine engagement with young people and to ensuring that they play an important role in shaping the decision and services that affect them. SCC's current youth services contract includes the provision of a range of support to young people to elicit their voice and influence. This includes support for the Sheffield Youth Council and the UK Youth Parliament. SCC proposes to re-commission this provision by open tender. This commission is likely to have TUPE implications for the successful contractor.

Successful Young People Team.

34. SCC proposes the creation of a new team focused on securing the progression to further education, training and employment and independent living of those cohorts of vulnerable young people who are NEET or need extra support, including those for whom the council is the corporate parent, teenagers and young adults with special educational needs and disabilities, young offenders and teenage parents. The support needed to help these young people progress and achieve is currently uncoordinated and dispersed. The proposal is to forge this support into a single team capable of reaching in to dedicated council services, such as the SEND team, Youth Justice Service or Care Leavers, with a view to helping young people to choose and sustain the progression pathway most suitable to their abilities, interests and aspirations. SCC proposes to establish this service within the Children, Young People and Families portfolio. The Targeted Careers Guidance Staff that are currently commissioned by the council to carry out functions to be adopted by this new team will be brought 'in-house'. This is likely to have TUPE implications.

Young People's Enrichment Fund

35. Cuts in funding to the council since 2010 have meant that the local authority has been forced to focus ever diminishing resources for young people's services on statutory and targeted provision needed to protect the most vulnerable with the result that positive activities for young people have been hit hardest by budget reductions. There remains, however, a diverse network of voluntary groups that, with some support and investment, could expand their offer and come up with innovative activities that can enrich the lives, raise the aspirations and broaden the horizons of young people. We propose, therefore, to build a sustainable Young People's Enrichment Fund to support voluntary groups to introduce or expand the range of activities available to young people wherever there are significant gaps in provision across the city.
36. To establish the Fund the Council would seek to enter into a partnership with a voluntary and community organisation with a strong track record in securing and managing a portfolio of grant funds from a range of sources. Through this partnership, the council would invest in positive activities as match for funding secured by the partner organisation and other arts and sports organisations, for the purposes of enriching the life experiences of young people, particularly those that would not, as a matter of course, have access to these. In this way, the partners will create an Enrichment Fund that will award community grants for projects that support the delivery of a range of positive activities for young people, with themes such as Arts and Culture, Sport and Leisure, Environment and Social Action.

37. The fund will aim specifically to create or extend provision where gaps are identified across the city by stimulating innovation supporting grass roots activity, strengthening community resilience and building capacity among voluntary groups and young people themselves. The Fund will support the wider work of the Investing in Young People Partnership in opening access to the wide range of leisure, arts and cultural opportunities that Sheffield has to offer, through working with our theatres, galleries, museums and sports clubs.

Sheffield Sexual Exploitation Service

38. Protecting young people from sexual exploitation is a priority for the council and we have had for many years a successful and effective multi-agency sexual exploitation service based at Star House and managed by Sheffield Futures that incorporates police officers, nurses and social workers.
39. We want this successful service to continue. We recognise that the service is supported by investment from the NHS, the police and Sheffield Futures, as well as the council and we therefore propose to make no significant changes to the service at this point. The council will, however, undertake a future and separate consultation, following liaison with our funding partners, about the commissioning arrangements most likely to deliver continuous improvement in this service.

What will we do next following the consultation?

40. SCC will consider all submissions with a view to finalising its proposals for the re-organisation of our services to young people. The final proposals will be submitted to Cabinet for approval.
41. Subject to Cabinet approval, work would then begin to establish the Investing in Young People's Partnership and the Young People's Enrichment Fund. At the same time, formal consultations with staff and trade unions will commence in the negotiation of teams to be reorganised and relocated. Those commissions subject to open tender will be subject to the council's standard procurement processes and timescales. It is anticipated that new service provision will be in contract and operational by the end of the year.

4. Recommendations

- 4.1 That the Scrutiny Committee consider the proposals and make comments and recommendations as necessary, in order to help shape any final proposals that will go forward for a cabinet decision in the Autumn of 2017.

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