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Report of: Jayne Ludlam, Executive Director of People Services
Report to: Cabinet
Date of Decision: 18 July 2018
Subject: Review of young people's services

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? Education and Skills				
Which Scrutiny and Policy Development Committee does this relate to? Children, Young People, and Family Support				
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? 56				
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>

Purpose of Report:

The purpose of this report is to outline a review of young people's services in Sheffield and highlight the positive outcomes that need to be achieved for young people in Sheffield if it is to be successful.

Recommendations:

Cabinet are asked to approve the undertaking of a review to consider the medium and longer term arrangements for services for vulnerable young people in Sheffield. This review will report back to Cabinet by October 2018. The review will consider the integration of a number of specified services for young people in Sheffield, a proposed outcomes focus, and a number of options for possible delivery.

Background Papers:

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
	Legal: Sarah Bennett
	Equalities: Adele Robinson
<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: Jayne Ludlam
3	Cabinet Member consulted: Julie Dore
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: Sam Martin Emma Shepherd
	Job Title: Assistant Director, Commissioning, Inclusion and Learning Policy and Improvement Officer
Date: 10.07.18	

1.	PROPOSAL
	Background
1.1	The majority of young people in Sheffield progress through their teenage years and access support from their families, friends, and universal services such as school or their GP. However some young people need extra support, and a range of services are in place to provide the practical and emotional support they need.
1.2	Sheffield City Council (SCC), South Yorkshire Police (SYP) and health services in Sheffield provide a range of services for young people, including, but not limited to; early intervention for young people at risk of committing crime, housing and homelessness support, youth justice services, care leavers support, drug and alcohol support, domestic and sexual abuse support, Child Sexual Exploitation, dedicated police officers based in the community, mental health support, and employment, education, and skills support.
1.3	Demand for these services continues to increase, at the same time as increasing pressure is placed on budgets. Since 2010 central government funding to these services has been cut. Despite these challenges, our ambition is that outcomes for young people in Sheffield, particularly the most vulnerable, should improve. Looking to the future, these pressures, combined with a range of other factors, mean there is a need to reconsider the way these services are commissioned and delivered.
1.4	We know that these services would achieve better outcomes for young people, and provide young people with an improved experience of accessing services, if they were more integrated. When young people move between services there is a need to make referrals, transfer information, and handover to different support workers who may undertake a new assessment, meaning the young person may have to 'tell their story' all over again. This can lead to young people 'bouncing around the system' and struggling to access the right support at the right time. As a result, services may be unable to reach them until their support needs have become complex, which is unlikely to lead to them achieving the best outcomes possible.
1.5	We also know that services for young people would be improved by a strong outcomes focus. We want to achieve measurable improvements for young people across the areas of education and employment, housing and homelessness, crime and anti-social behaviour, and wellbeing, rather than each service focusing on its own specialism. This focus on outcomes puts the central objective of the service at the heart of delivery – to support young people in Sheffield to live happy, healthy and successful lives.
	Outline of the Review
1.6	<p>The existing services that will be considered as part of the review include:</p> <ul style="list-style-type: none"> • Community youth teams • Housing and homelessness support

	<ul style="list-style-type: none"> • Youth Justice Services • Care Leavers support • Drug and alcohol support • Domestic and sexual abuse support • Child Sexual Exploitation (CSE) support services • Policing resource currently based in neighbourhood teams • Early intervention mental health support (not including clinical support such as CAMHS) • Employment, education, and skills support, including support for NEETs and support for young people at risk of fixed term and/or permanent school exclusion.
1.7	<p>These services could be delivered more effectively through a more joined up approach. This would make better use of resources and improve outcomes for young people.</p>
1.8	<p>The review will include looking at the contributions of other public sector partners in Sheffield, for example South Yorkshire Police and Sheffield Clinical Commissioning Group.</p>
1.9	<p>There are many different reasons young people may become vulnerable, and therefore we need to offer support according to their needs and their likelihood of achieving the outcomes we want all young people to achieve, not the referral criteria they meet. We need flexibility around the referral criteria for any service, to ensure that young people who don't exactly meet these criteria but would benefit from support won't be excluded.</p>
1.10	<p>The review will look at services for young people aged 13 – 21, with flex down to 11 and up to 25. The kind of issues or challenges young people might face include:</p> <ul style="list-style-type: none"> • Being a care leaver • Having had two or more fixed term exclusions in the last 12 months • Having had one or more permanent exclusions in the last 12 months • Being homeless, living in insecure accommodation, or at risk of becoming homeless • Being aged 16 – 18 and are Not in Education, Employment or Training (NEET), or being at risk of becoming NEET • Being at risk of committing crime or anti-social behaviour • Being on the edges of, or getting involved in gangs or violent crime, or being criminally exploited (e.g. to act as drug runner). • Having committed a criminal offence that requires youth justice involvement • Misusing drugs or alcohol • Being at risk of abuse in their relationships
1.11	<p>The review of young people's services 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. Our aim is to create a service model that allows young people to access all the support they need in one place.</p>

1.12	<p>Outcomes</p> <p>The objective of this review is to enable 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. The outcomes this review is seeking to improve are:</p> <ul style="list-style-type: none"> • Wellbeing • Housing and homelessness • Engagement in education and NEET status • Involvement in crime and anti-social behaviour. <p>Governance and Structure</p>
1.14	<p>There are a number of different ways to deliver services in the future. This review will explore these options, and assess their relative feasibility. Possible delivery models might include:</p> <ul style="list-style-type: none"> • Engaging (a) delivery partner(s), e.g. a VCS organisation or consortium • In house/SCC delivery • A joint venture
1.15	<p>At this point there is no single preferred option.</p>
1.16	<p>The review will consider the different models, and will looks to develop a proposal that:</p> <ul style="list-style-type: none"> • Gives SCC sufficient level of oversight of this important area of activity • Engages public sector partners and allows them to align resources around the needs of young people • Builds productive partnerships • Maximises the potential to draw in other external resources (charitable, government) from the start and in the future
2.	HOW DOES THIS DECISION CONTRIBUTE?
2.1	<p>This review will lead to improved services and outcomes for the most vulnerable young people in Sheffield.</p>
2.2	<p>As a result, this proposal gets to the heart of the statement at the start of the Council’s Corporate Plan: “We will be the best we can be – as individuals and communities, as a council and as a city. At the heart of what we do, we will focus on people with the greatest need and take early action, as prevention is better than cure. We will make sure the council operates efficiently, and work towards long term solutions to deal with the cuts we face.”</p>

2.3	<p>It also takes forward our work on two specific priorities from our Corporate Plan:</p> <ul style="list-style-type: none"> - Better Health and Wellbeing: “This means helping people to be healthy and well, by promoting and enabling good health whilst preventing and tackling ill health, particularly for those who have a higher risk of experiencing poor health, illness or dying early.” - Tackling inequalities: “making it easier for individuals to overcome obstacles and achieve their potential. We will invest in the most deprived communities; supporting individuals and communities to help themselves and each other, so the changes they make are resilient and long lasting.”
3.	HAS THERE BEEN ANY CONSULTATION?
3.1	<p>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.</p>
3.2	<p>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.</p>
3.3	<p>Visits were made to homes for homeless young people aged 16-19 and consultation undertaken with the residents and staff there. This was an interesting model that had trained and skilled staff providing wrap-around care for the young people, including assistance in navigating other services such as health and benefits. 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.</p>
3.4	<p>As part of any new programme young commissioners will be asked to input in the commissioning and procurement process, using an existing framework. For example, this framework was recently used in the recommissioning of young people’s drug treatment services. As part of the process of undertaking this review, we will undertake further engagement with young people.</p>
3.5	<p>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 this service.</p>

3.6	There were some concerns raised in responses from VCF partners and providers that having a single large provider might reduce the choices available to young people and limit the ability of different small organisations to be involved. The potential scope of services is quite wide ranging, and therefore a thorough review is required to develop any new models of delivery.
4.	RISK ANALYSIS AND IMPLICATIONS OF THE DECISION
4.1	<u>Equality of Opportunity Implications</u>
4.1.1	As a Public Authority, we have legal requirements under Section 149 of the Equality Act 2010. These are often collectively referred to as the 'general duties to promote equality'. To help us meet the general equality duties, we also have specific duties, as set out in the Equality Act 2010 (Specific Duties) Regulations 2011.
4.1.2	We have considered our obligations under this Duty in this report and the Council is committed to ensuring that all citizens, particularly those who are most vulnerable and face additional barriers, have the information and support they need to access services and make decisions about their lives. This Project being about young people is pursuant to those aims and the general duty. The outcomes of this review will result in young people from different backgrounds such as young homeless people achieving a great number of positive outcomes.
4.1.3	However any service redesign process that results from this review would be run in accordance with SCC's policies in relation to fairness, tackling poverty and equality. The potential scope of the review is quite wide ranging so any actions taken or decisions made would include consideration of any equalities implications including equality impact assessments and appropriate consultation to ensure the Council fulfils its statutory obligations.
4.2	<u>Financial and Commercial Implications</u>
4.2.1	The review and assessment of any future models must take into account: <ul style="list-style-type: none"> • The current and ongoing financial position of SCC and other public sector organisations • The ability to draw in external resources where possible
4.3	<u>Legal Implications</u>
4.3.1	Local Authorities have a number of powers and duties relating to services for young people including a statutory 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: <p>a) sufficient educational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities; and</p> <p>b) sufficient recreational leisure-time activities which are for the improvement of their</p>

	well-being, and sufficient facilities for such activities.
4.3.2	Any legal implications arising from the action proposed as a result of the review will only be known once the review has been concluded and will be addressed in the further Report to Cabinet later in the year.
5.	ALTERNATIVE OPTIONS CONSIDERED
5.1	Not applicable – the proposed review will consider the options for young people’s services.
6.	REASONS FOR RECOMMENDATIONS
6.1	<p>This option of undertaking a review about the medium and long term arrangements for services for young people in Sheffield will allow a holistic assessment of the needs of young people and the services required to achieve this. Young people need to receive the right support at the right time, to ensure they can go on to have happy, healthy and successful lives:</p> <ul style="list-style-type: none"> • It is anticipated that this review will result in significantly more young people in Sheffield achieving positive outcomes. These include: <ul style="list-style-type: none"> - Improvements in wellbeing - Reduction in the number of young people involved in crime and anti-social behaviour - Reduction in the number of young people who become homeless, and/or experience housing problems - Increase in the number of young people who have positive education outcomes, and a reduction in the number of young people who become NEET • The review will consider bringing together a number of different services, reducing the number of times young people have to tell their story, enabling a more integrated support offer, and achieving economies of scale, so that services can work with more than just those young people living in particularly challenging circumstances.