

CABINET

5 APRIL 2016

FUTURE INTEGRATED YOUTH SUPPORT SERVICES (IYSS) DELIVERY SPECIFICATION

Portfolio Holder: Councillor Mike O'Brien, Children's Services
Barbara Peacock, Director of Children and Adults Services

Report from:

Author: Pauline Maddison, Assistant Director, School Effectiveness and Inclusion
Dave Dowie, IYSS Manager

Summary:

This report provides details of the work undertaken to prepare Medway Integrated Youth Support Services (IYSS) for future outsourcing to reflect the changing financial position of the Council, in accordance with Cabinet's decisions on 12 January 2016.

It requests Cabinet approval of a specification for IYSS delivery from January 2017 to December 2021.

1. Budget and Policy Framework

- 1.1 The decision to reconfigure and or outsource executive functions like the Youth Service and Youth Justice Service is a matter for Cabinet. All future actions will be reflected in this year's Youth Justice Plan and the future 2016-17 Medway Council Youth Justice Plan which is one of the Council's Policy Framework documents.
- 1.2 There is an urgency related to the completion of the commissioning process and the planned implementation date of January 2017.

2. Background

- 2.1 Nationally, many young people's universal services have been lost since 2010 as a result of central government grant reductions to local authorities. In Medway we still have a Youth Service and unbiased Information, Advice and Guidance (IAG) services that are highly considered. These IYSS services provide an important early help and prevention 'safety net' to vulnerable young people and young people on the edge of care or the Youth Justice system. The Cabinet considered a report on 12 January on the future of these services where the following decisions were made:

- (i) The Cabinet approved the three Medway young people's services, Youth Service, Youth Offending Service and YES IAG service being commissioned out in a package from January 2017 (3/2016).
- (ii) The Cabinet delegated to the Director of Children and Adults Services, in consultation with the Portfolio Holder for Children's Services, the commencement of a consultation process with young people and local residents to inform the specification of this new service (4/2016).
- (iii) The Cabinet delegated to the Director of Children and Adults Services, in consultation with the Portfolio Holder for Children's Services and the Monitoring Officer, to hold discussions with Medway Youth Trust about the early termination of the YES contract (5/2016).

2.2 The packaging of these young people's services will provide an opportunity for the Council to make savings linked to economies of scale, which would not be available if outsourced individually. It is anticipated that a £390k saving could be delivered in 2016-17, with a full year saving of £1.56m in 2017-18. It also offers a new provider an opportunity to be innovative and creative in the delivery of these young people services, as for the first time there will be a single strategic management structure enabling better information sharing and partnership working.

2.3 The outsourcing of these young people's services provides an opportunity for a new provider to access additional grants and funds that would not be available to the local authority.

2.4 Council officers have visited a number of local authorities that provide these services differently to Medway. The outsourced model most favoured by officers is the Oldham model and this integrated model is recommended to Cabinet

3. Options

3.1 Other models of service delivery have been considered during this exercise, including the Cabinet Office promoted 'Mutuals' and Social Enterprises. Discussions have taken place with Medway senior staff on the various models and visits have been made to Oldham, Kent, Wandsworth and Richmond/Kingston.

3.2 With the social enterprise model, a partnership arrangement between local authorities requires Councils to work together to streamline management, capital and administration costs. This works most effectively where Councils share boundaries and are in close proximity to one another. In Medway's case that would be best developed with Kent County Council. Whilst a lot of Kent's services incorporate Medway into their geographical boundaries, the concern would be whether Medway would receive a fair share of the resources and how influential Medway would be, strategically, in determining future funding to service delivery.

- 3.3 Discussions have been held with National Duke of Edinburgh Award (DofE) regarding the future delivery of universal DofE programmes in Medway.
- 3.4 A decision was made by Cabinet on 12 January 2016 that DofE should remain within the Council on a reduced budget.
- 3.5 Preliminary discussions with potential providers suggests that a minimum of a five year contract and preferably a longer five year plus two year optional extension would be required to attract external interest in these services. The reason for this is the inclusion of Council properties in the arrangement and the need for a future service provider to allocate funding for their upkeep and maintenance. This would be mitigated, to a degree, by a longer contract arrangement.

4. Advice and analysis

- 4.1 A consultation exercise about the outsourcing of these young people's services has been undertaken and information collected has been incorporated into this IYSS specification for Cabinet consideration and approval (**Appendix 1 (to follow)**). To enable as wide a consultation process as possible the full IYSS specification will be circulated to Cabinet ahead of the meeting 5 April 2016
- 4.2 A condition of delivery of any new IYSS provider will be that they actively listen and support young people to have a voice and participate meaningfully in the new service. Medway Youth Parliament is part of Medway Youth Service and as such has been included in the consultation process and the attached specification.
- 4.3 The attached IYSS specification requires the new provider to deliver both universal and targeted work with young people. It suggests possible models of delivery for new providers to consider based around Youth Centre hubs staffed by multi disciplinary teams.
The priority areas of work to be delivered by the new provider are:
- Youth Justice interventions
 - Open access youth work provision (centre based, detached and outreach)
 - Unbiased information advice and guidance support focusing on young people's participation in education, employment and training
 - Young people's health and wellbeing
 - Reducing permanent and fixed term school exclusions

5. Risk management

- 5.1 The risk register for IYSS outsourcing is set out in an exempt appendix.

6. Consultation

- 6.1 A consultation has taken place with young people, local residents, partners and potential new providers on the proposals to develop a specification to commission out these young people's services and their views have been considered and incorporated within the specification for the new IYSS service. Key Consultation findings were:
- More than 50% of Medway Youth Parliament (MYP) members were

generally in favour of MYP being outsourced with the IYSS package of young people's services, providing that their connection with the Council was maintained

- Schools valued the Inclusion team and their work with challenging pupils at risk of permanent exclusion
- There was a strong recognition that young people needed 'places to go and things to do' that were safe, local and inexpensive.
- Vulnerable young people and young people with disabilities should be able to access services that would address their needs and provide on-going support.
- It is really important that young people have access to services that work with them based on who they are rather than the problems or issues they present. These services should be free or low cost and young people should have the opportunity to engage with them on a voluntary basis.
- Support for young people to find employment, education and training opportunities should be a priority area of work.
- Young people needed diversionary activities that would provide positive activities in their leisure time that reduced the possibility of encounters with statutory services, such as Police and Social Services.

6.2 The feedback from potential providers will not be available until after the despatch of the Cabinet agenda. Should anything significant be reported back by providers, this will be provided to Cabinet in an addendum report.

7. Financial implications

7.1 The current IYSS budgets and funding sources are

IYSS Budgets	£000's
Youth Service	£1.000
Youth Offending Service	£0.810
YES / MYT	£1.193
Total	£3.003
Funding Sources 2015-16	
Medway Council	£2.572
Youth Justice Board (YOT)	£0.338
Police and Crime Commissioner (YOT)	£0.093
Total	£3.003

- 7.2 Medway Council is the principal funder of these services contributing £2.572m and the sole funder of the Youth Service and the YES, IAG Contract.
- 7.3 The Youth Justice Board grant is likely to be subject to annual reductions of approximately 10% and the Police and Crime Commissioner grant is only guaranteed to 2017.
- 7.4 The funding of the future model for IYSS delivery in 2017 is proposed at £1.475m with Medway funding £1,000m of this budget. The remaining budget will be funded by grants and contributions from the YJB and the Police and Crime Commissioner.
- 7.5 New funding of £0.075m has been included from the DSG high needs block to support work with young people at risk of permanent exclusion from school.

8. Legal implications

- 8.1 The Local Authority has a statutory duty to provide Connexions, Youth Offending Service and the Youth Service.
- 8.2 The Education and Skills Act 2008 places a duty on Local Authorities to ensure that young people participate in learning post 16 and to provide the support services, currently known as Connexions (section 10). This statute also places the Local Authority under a duty to assess the education and training needs of young people aged 16-19 with special educational needs.
- 8.3 The Local Authority has a duty to secure that, to such extent as is appropriate for their area, all youth justice services are available along with the police, local probation board and Health Authority in the area (s38 Crime and Disorder Act 1998).
- 8.4 Medway Council has a legal obligation under section 149 Equality Act 2010 to have due regard to the need to eliminate discrimination, advance equality, and foster good relations between those with a protected characteristic (pregnancy and maternity, age discrimination, disability, gender reassignment, marriage and civil partnerships, race, religion or belief, sex and sexual orientation) and those who do not share it. A Diversity Impact Assessment is attached to the report (**Appendix 2**).
- 8.5 The Local Authority will need to fully comply with the requirements of TUPE (Transfer of Undertakings (Protection of Employment) Regulations 2006) if any employee's move to a new employer.
- 8.6 **Connexions / YES** - Part 1 of the Education and Skills Act 2008 places a Duty on all young people to participate in education or training until their 18th birthday. From summer 2013, young people will be required to continue in education or training until the end of the academic year in which they turn 17. From 2015, they will be required to continue until their 18th birthday. The Education and Skills Act 2008 places Duties on local authorities in relation to Raising Participation Age (hereafter referred to as RPA). Local authorities are required to: Promote the effective participation in education or training of

all 16 and 17 year olds resident in their area; and make arrangements to identify young people resident in their area who are not participating. These Duties complement the Duties that require local authorities to secure sufficient suitable education and training provision for all young people aged 16-18 (inclusive) in their area under sections 15ZA and 18A of the Education Act 1996 as inserted by the Apprenticeships, Skills, Children and Learning Act 2009. Further local authorities are required under section 68 of the Education and Skills Act 2008 to make available to young people aged 19 and below support that will encourage, enables or assist them to participate in education or training. The Government's approach is to give local authorities freedom and flexibility to decide how to fulfil its statutory Duties but there is statutory guidance (April 2011) issued which will be reviewed by the Government by June 2014. The Youth & Employment Service forms part of Medway Council meeting its Duty.

- 8.7 **Youth Offending Service** - The Youth Justice System was set up under the Crime and Disorder Act 1998. The aim of the Youth Justice System is to prevent offending by children and young people aged 10 to 17 years. As part of that Act, local Youth Offending Services were set up and are regularly monitored by the national Youth Justice Board. The role of the national Youth Justice Board is to: Oversee the youth justice system in England and Wales. Work to prevent offending and reoffending by children and young people under the age of 18 Ensure that custody for them is safe, secure, and addresses the causes of their offending behavior The Youth Justice Board will also support local Youth Offending Services to deliver against three outcomes which have been set by central government, these are to:
- Reduce the number of first time entrants to the youth justice system
 - Reduce re-offending of those young people already within the youth justice system.
 - Reduce the number of young people receiving a custodial sentence.

- 8.8 **Youth Service** - There is a statutory duty on local authorities under the Education and Inspections Act 2006 to provide services for young people outside of the school day. The duty states that, for young people aged 13 to 19 and young people aged 20 to 25 with learning disabilities:
- Sufficient educational leisure-time activities, which are for the improvement of their well-being, and sufficient facilities for such activities; and
 - Sufficient recreational leisure-time activities, which are for the improvement of their well-being, and sufficient facilities for such activities.

It stipulates that local authorities may either, provide facilities for such activities, and assist others in the provision of such activities, or make arrangements for facilitating access to such facilities

9. Recommendations

- 9.1 That Cabinet considers and approves the specification for Integrated Youth Support Services 2017-21, as set out in Appendix 1 to the report.
- 9.2 That Cabinet approves the commencement of a tendering process for Integrated Youth Support Services.
- 9.3 That Cabinet agrees that length of the contract offered to a new provider be for five years plus a two year optional extension, as set out in paragraph 3.5 of the report.

10. Suggested reasons for decision(s)

- 10.1 The outsourcing will provide security and continuity for Integrated Youth Support Services for at least the next 5 years.

Lead officer contact:

David Dowie – IYSS Manager X4408

Appendices

Appendix 1 – IYSS draft specification 2017-21 (to follow)

Appendix 2 – IYSS Outsourcing DIA

Exempt Appendix – Risk register

Background papers

Cabinet report / decisions – 12 January 2016

<http://democracy.medway.gov.uk/mglIssueHistoryHome.aspx?IId=16111>

Diversity impact assessment

Appendix 2

TITLE <i>Name/description of the issue being assessed</i>	Integrated Youth Support Service – Future Outsourced Delivery
DATE <i>Date the DIA is completed</i>	March 2016
LEAD OFFICER <i>Name of person responsible for carrying out the DIA.</i>	David Dowie

1 Summary description of the proposed change

Nationally, many young people's universal services have been lost since 2010 as a result of central government grant reductions to local authorities. In Medway we still have a Youth Service and an unbiased Information, Advice and Guidance (IAG) service that are highly considered by members and council officers. However, with expected budget pressures and ongoing reductions in funding from central government, their continued existence is very much at risk. These IYSS services provide an important early help and prevention 'safety net' to vulnerable young people and young people on the edge of care.

The safest option to ensure continued IYSS future delivery is to package the Youth Service and the Youth Offending Service with the YES IAG (Connexions) contract into a commissioning package that is offered out to the voluntary and community sector to an organisation with charitable status. This would enable a new provider to secure external funding through grants and sponsorship that is not available to local authorities.

2 Summary of evidence used to support this assessment

Full Diversity Impact Assessments were completed on the following IYSS agencies:

- **MYT – YES Contract 2012-17 – Full DIA completed February 2014**
- **Medway Youth Service – Full DIA completed May 2014**
- **Medway Youth Offending Team – Full DIA completed July 2014**

Diversity impact assessment

3 What is the likely impact of the proposed change?

Is it likely to :

- Adversely impact on one or more of the protected characteristic groups?
 - Advance equality of opportunity for one or more of the protected characteristic groups?
 - Foster good relations between people who share a protected characteristic and those who don't?
- (insert ✓ in one or more boxes)

Protected characteristic groups	Adverse impact	Advance equality	Foster good relations
Age	x		
Disability	x		
Gender reassignment			
Marriage/civil partnership			
Pregnancy/maternity			
Race	x		
Religion/belief			
Sex	x		
Sexual orientation			
Other (e.g. vulnerable or disadvantaged groups)	x		

4 Summary of the likely impacts

AGE

IYSS have varying age ranges in the age group definition 10-19 but work outside this where need occurs. Statistics are collected monthly for MIS performance data.

Medway YOT works with the 10-17 age group, YES works predominantly with the 13-19 age group.

The legacy of support from European money between 2012 -15 to fund accredited vocational programmes has enabled an increase in the participation rates of young people 16-19 years within the Youth Service.

This has not been to the detriment of young people in the 10-15 age groups. The commissioning out of these IYSS services from 2017 will require new providers to deliver programmes and services to young people in the 10-19 age groups and to 25 years with additional needs. Some geographical areas of Medway will have reduced universal provision of Youth Work programmes and unbiased information, advice and guidance provision. YES contract Q4

Diversity impact assessment

2014-15 reported 1139 contacts of a total of approx.4473 IAG interventions in 2014-15 with young people. Medway Youth Service reported contact with 5734 young people 10-19 years in 2014-15. There is a 56% reduction in the funding envelope for the outsourced service over the period 2017 – 21 and this will have an adverse impact on the reach of the new service provider.

Disability

The IYSS service is open to young people regardless of disability. We promote activities with disability groups – Special Needs Club exist at Parkwood and Woodlands YC and action plans are in place for DDA building compliance.

Statistics are collected monthly for MIS performance data. A focus of the YES contract is to provide high quality support to young people with Education and Health Care Plans (EHP)

In 2014 Medway Youth Service worked with 319 young people 10-19 years who were identified as having a disability. This equates to 4.8%

In 2013 the YES contract was accessed by 18.2% young people identified as SEND The commissioning out of these IYSS services will require new providers to deliver programmes and services to these young people in the 10-19 age groups and to 25 years with additional needs. However, elements of this support service will be reduced in terms of unbiased information, advice and guidance as the funding available from 2017 will be significantly reduced on current budget levels. This will have an adverse impact on our Not in Education, Employment and Training (NEET) levels from 2017.

Race

The Integrated Youth Support service is open to all young people Including all BME groups. The Youth Service and YES contract supports positive activities with BME groups –Statistics are collected monthly for MIS performance data.

In 2014 the Youth Service had a participation rate of 9.4% which is inline with the Medway Council BME population which stands at 10.4% of the population

In 2014 Medway YOT had a BME population of 13%

In 2013 the YES Contract was accessed by 10.8% young people from BME backgrounds

The commissioning out of these IYSS services in 2017 will require new providers to deliver programmes and services to BME young people in the 10-19 age groups and to 25 years with additional needs. However, young people's support services in some Medway deprived areas will be reduced due to general local and national funding reductions.

SEX

The Integrated Youth Support Service conducts itself within equal opportunity principles – access and training.

Statistical returns indicate a positive engagement with both genders.

Statistics are collected monthly for MIS performance data

Diversity impact assessment

In 2014 The Youth Service had a participation rate of 43.1% of girls and young women against a total Medway female population of 48.37 % for the council.

In 2013 46.3% of young people who accessed the YES contract were female
In 2013-14 the Medway YOT had 27% of its client cohort comprising the female gender

The commissioning out of these IYSS services will require new providers to deliver programmes and services to all young people in the 10-19 age groups and to 25 years with additional needs. However, young people's support services in some areas of deprivation will be reduced due to general funding reductions.

Other (Disadvantaged and vulnerable groups)

IYSS support to young people in Medway Council has traditionally focused on vulnerable and disadvantaged groups of young people. This targeting of service delivery has been across both statutory and discretionary services and included young people with special needs, looked after children and young people from areas of the council with high deprivation indicators. 80% of the YES contract work is targeted at vulnerable groups of young people. In Q4 of 2014-15, only 250 (21.9%) of 1139 (100%) YES interventions with young people were identified as universal or mainstream. The numbers of these vulnerable young people worked with is likely to reduce significantly. However the % of those young people worked with who are identified as vulnerable is unlikely to change.

5 What actions can be taken to mitigate likely adverse impacts, improve equality of opportunity or foster good relations?

- *Are there alternative providers?*
 - *What alternative ways can the Council provide the service?*
 - *Can demand for services be managed differently?*
-
- The future commissioning out the IYSS services as a package will provide the Council with some efficiency savings. Outsourcing a package of IYSS services could take place in January 2017 and provide some savings in 2016-17 as well as 2017-18.
 - The safest option to ensure continued IYSS future delivery is to package the Youth Service and the Youth Offending Service with the YES IAG (Connexions) contract into a commissioning package that is offered out to the voluntary and community sector.

Diversity impact assessment

6 Action plan

- *Actions to mitigate adverse impact, improve equality of opportunity or foster good relations and/or obtain new evidence*

Action	Lead	Deadline or review date
1. CADMT support for outsourcing IYSS	DD/PM	Aug 15
2. Political support for outsourcing IYSS	DD/PM	Oct – Dec 15
3. Consultation with young people and residents	DD/PM	Jan - Mar 16
4. Review DIA in light of IYSS specification	DD/PM	March-April 16
5. Tendering IYSS services	DD/PM	April 16
6. New Contract awarded	DD/PM	July 16
7. Transition and mobilisation	DD/PM	Sept – Dec16
8. Implement new contract	DD/PM	Jan 2017

7 Recommendation

The recommendation by the lead officer should be stated below. This may be:

- *to proceed with the change implementing action plan if appropriate*
- *consider alternatives*
- *gather further evidence*

If the recommendation is to proceed with the change and there are no actions that can be taken to mitigate likely adverse impact, it is important to state why.

In the knowledge that Council budgets are going to come under increasing pressure over the next couple of years, it is recommended that:

1. IYSS services be offered to the community and voluntary (charity) sector and private sector with a charitable arm as a commissioned package to include:
 - i. YES (Connexions)
 - ii. Youth Service
 - iii. YOT
 - iv. Medway Youth Parliament
2. The commissioning date and implementation of new contract should be 1 January 2017.

8 Authorisation

The authorising officer is consenting that:

Assistant Director

Pauline Maddison

Date

December 2015

Contact your Performance and Intelligence hub for advice on completing this assessment

RCC: phone 2443 email: annamarie.lawrence@medway.gov.uk
 C&A: (Children's Social Care) contact your normal P&I contact
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