

<u>Committee and Date</u>
Children and Young People's Scrutiny Committee
Time 10am, Date 22 October 2014

<u>Item</u>
6
<u>Public</u>

UPDATE - FUTURE COMMISSIONING AND PROVISION OF YOUTH ACTIVITIES

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1. Summary

This report summarises progress and next steps since the last update on changes to youth services provided for the Children and Young People's Scrutiny Committee on 30 April 2014.

Following a period of public and stakeholder consultation that ended in April 2015 and further testing, the commissioning model for youth activities has been further developed. The procurement of an Infrastructure Support service is underway. Local Joint Committees (LJCs) are being developed by the Community Enablement Team (CET) and Locality Commissioners to facilitate commissioning of youth activities which involves an assessment of existing providers and an evaluation of need. Young people will continue to be engaged and involved throughout this process.

A funding mechanism for future youth activities to respond to specific areas of unmet need in LJC areas is being developed. The transition from council delivery to external delivery is about to start. Progress is also being made with youth buildings where community asset transfers can be considered.

2. Recommendations

- 2.1 That Scrutiny Committee members provide feedback and comment in respect of progress to date and the next stages of the youth commissioning process.
- 2.2 That Scrutiny Committee provide feedback and comment on the needs assessment model used to allocate Council funds to Local Joint Committees as part of its work programme for financial year 2015/16.

- 2.3 That Scrutiny Committee receives a further update in respect of the youth activities commissioning model in spring 2015.

REPORT

3. Risk Assessment and Opportunities Appraisal

- 3.1 A risk management log is being maintained for all aspects of work associated with transition to the new commissioning model. This enables identification and assessment of risks, as well as identification of mitigating actions.
- 3.2 Human Rights: No adverse impact expected
- 3.3 An Equalities Impact Analysis (EIA) has been developed as part of the future development work and consultation has enabled a wide range of stakeholders to contribute to the analysis. A low level risk has been identified: access in rural areas. It is expected that this risk will be mitigated by the infrastructure partner supporting existing voluntary sector support and developing new voluntary or part funded clubs and activities. The EIA will continue to be updated over the coming months as the final model is shaped.
- 3.4 The future model has the potential for greater self-determination in local communities. Where needs and lack of opportunities are identified, this development has the potential to further support and develop resources in local communities.
- 3.5 Environment: No adverse impact expected.

4. Financial Implications

- 4.1 Since the Portfolio Holder Decision Report of 2nd July 2014, the profiling of savings has been revised: 2016/17 savings have been brought forward into 2015/16, in order to establish long-term viability of the new model by ensuring that it is set up with a sustainable level of financial resources from the outset.

This new model leaves a remaining budget of £470,700.

- 4.2 Redundancy costs will be incurred as part of the creation of the new model. These costs will be funded corporately.

5. Background

Progress to date

- 5.1 Cabinet approved to consult on the proposed new commissioning model for youth activities in October 2013. Formal public/stakeholder consultation began in January 2014. Council agreed the medium term financial strategy (MTFS) which established the budgets for this model

in February 2014. An update on the proposed changes to youth services was provided to Young People's Scrutiny Committee on 30 April 2014. Approval was given by the Portfolio Holder responsible for Youth Services to modify the commissioning model in response to consultation and to procure infrastructure support service on 2nd July 2014.

5.2 Reasons for the decision made on 2nd July 2014

- o To ensure that the Council complies with statutory guidance (issued June 2012) on services and activities to improve young people's wellbeing under section 507B of the Education and Inspections Act 2006.
- o To ensure that mechanisms are in place to secure, so far as is reasonably practicable, a local offer that is sufficient to meet local needs and improve young people's wellbeing and personal and social development.
- o To ensure that mechanisms are in place to gain the views of young people and to take them into account in making decisions about services and activities for them.
- o Shropshire Council is moving to becoming a commissioning council.
- o To achieve cost savings in line with service redesign activity.

5.3 Following the voluntary redundancy programme which reduced the number of Council employed youth workers, the Council retained operation of 28 of the original 47 weekly youth work sessions in response to a stakeholder consultation. This consultation closed on 28 March 2014 and recorded 1060 responses, including 859 from young people. Two clubs at risk of closure remained open due to external funding being found to retain youth worker input.

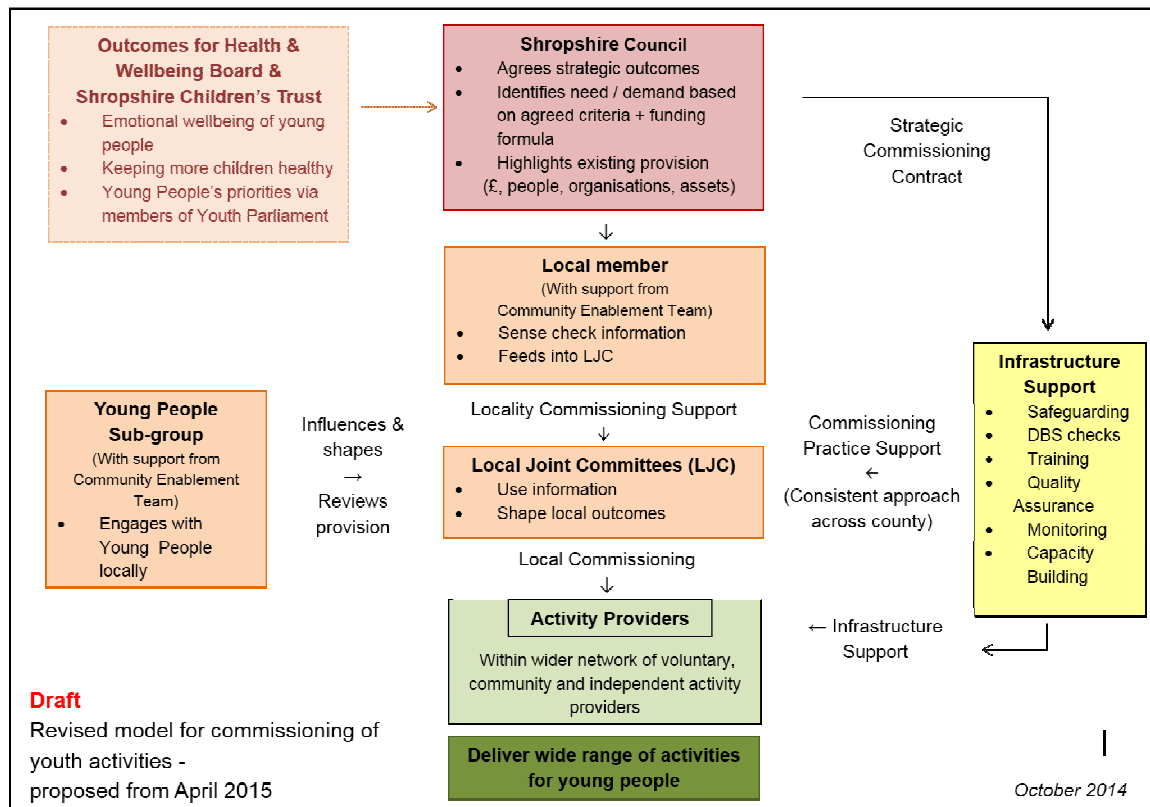
5.4 The new commissioning model, to be implemented from April 2015, was revised in response to:

- o The stakeholder consultation, which closed on 31 March 2014 and recorded 591 responses, including 289 from young people.
- o Testing of local governance arrangements in two areas.
- o Feedback from a frontline workers meeting, including council staff, external provider staff and volunteers.
- o Feedback from young people.

The revised model retained most of the original aspects and has been further developed in other areas taking account of the consultation comments. These include:

- o Reducing bureaucracy by using existing local governance arrangements, such as Local Joint Committees (LJCs), as opposed to establishing separate Local Area Youth Boards. The latter were deemed by many people to be too bureaucratic and not likely to engage young people in a meaningful way.
- o Further testing of a less formal and more young people friendly approach to engagement which will encourage active participation and better representation.
- o Providing greater clarity on the role and function of key stakeholders in the proposed commissioning model.
- o Communicating our plans as clearly as we can and to continue to engage with stakeholders to keep them informed of progress.

The revised model is detailed below but will remain fluid as work continues:



5.5 **Appendix A** describes and defines the model in detail.

In essence, Local Joint Committees (LJCs), together with young people representatives will become responsible for what is commissioned for youth activities in their areas of greatest need to achieve specific outcomes.

Local members will provide a 'sense check' and local information to LJCs. The Community Engagement Team already provides locality commissioning support to local members and the LJCs
Overall strategic responsibility remains within the council's children services who will assume responsibility as the strategic commissioner.

Since this model was published on 2nd July, further consideration has been given to clarify that the authority to procure and establish contracts with youth activity providers will rest with a council officer.

5.6 The procurement for the Infrastructure Support Service (yellow box in the diagram) started on 15 August 2014. The service is designed to provide commissioning practice support to all LJCs and infrastructure support to all providers. The priority of this service is to ensure that youth activities continue to be safe, of high quality, achieve outcomes for young people and are sustainable in the future.

5.7 Shropshire Council, through the Positive Activities budget has also funded a number of external organisations to deliver activities for young people. As the model is changing notice has been given to these five external organisations (Shropshire Youth Association, The Hive, Young Farmers, Scouts, Girl Guides).

5.8 Positive Activities staff were briefed on progress and next steps on 25 September 2014 and a further update will take place in November. Formal consultation with staff is planned to start in late November 2014.

5.9 In order to determine which LJCs contain areas of greatest unmet need, a needs analysis table and a resource analysis table were compiled. Each table was divided into 23 proposed LJC areas.

The criteria listed in the needs analysis table were based on the criteria used in previous analysis and criteria commonly used in children services to indicate where children's outcomes may be at risk

5.10 Nine measures were chosen to calculate an index of specific youth related need for each LJC. The measures were

- 1) The number of 10-19 year olds
- 2) The number of 10-19 year olds with a learning disability
- 3) The number of 10-19 year olds living in a deprived area
- 4) The number of 10-17 year old offenders
- 5) The number of 10-19 year olds with poor school attendance
- 6) The number of referrals to social care for 10-17 year olds

- 7) Occurrence of anti-social behaviour
- 8) Percentage of obesity of 10-11 year olds
- 9) Percentage of 10-19 year olds with mental health issues

One measure, the number of 10-19 year olds per square mile, was used to distinguish rural areas from market towns.

It should be noted that the indicators are the initial factors that will be used but these will be reviewed as the model evolves. Similarly in our more rural areas, inequalities, particularly in terms of access to services can be an issue and any review of the new scheme will consider such factors.

The portfolio holder for Leisure, Libraries & Culture will decide the criteria for the funding formula – this is still being developed but will be finalised by November 2014.

Next steps

5.11 Procurement of infrastructure support service:

Deadline for tender applications	24 October 2014
Confirm successful applicant	15 December 2014
Partial service start (LJC support)	12 January 2015
Full service (LJC & provider support)	1 April 2015
New youth activities commissioning model starts	April / May 2015

5.12 Funding formula to be finalised and confirmed by the Portfolio Holder by November 2014.

5.13 Council's strategic commissioner from Children's Services will set out strategic outcomes for young people that Local Joint Committee's shall need to take into account and demonstrate when commissioning and procuring youth activities in their respective local areas.

5.14 Transition begins from council direct delivery to external provision from November 2014.

5.15 Community Asset Transfer programme to progress and list buildings that may be available for transfer to community ownership. These are likely to be published on the council's website by November 2014.

5.16 Further information provided to key stakeholders including Elected Members, young people, providers and partners from October 2014.

5.17 Further round of public consultation will be considered in Spring 2015 should the new locality commissioning model result in material changes in service delivery for young people.

6. Additional Information

- 6.1 Attached at Appendix A is an extract from the Invitation to Tender document for the Infrastructure Provider. Within this, it provides an overview of the description and definitions of the future commissioning model being established.

<p>List of Background Papers (This MUST be completed for all reports, but does not include items containing exempt or confidential information)</p>
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<p>Portfolio Holder report 2 July 2014:</p>

<p>“Future commissioning and provision of youth activities”</p>

<p>Cabinet Member (Portfolio Holder): Councillor Gwilym Butler</p>

<p>Local Member: All local Members</p>

<p>Appendices</p>

<p>Appendix A - Description and definitions of the future commissioning model (Extract from invitation to tender for infrastructure support service)</p>
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Extract from invitation to tender for infrastructure support service

3. Description and definitions of the future commissioning model

3.1 Description:

- Shropshire Council is the strategic commissioner for the implementation of this commissioning model and the contract resulting from this procurement.
- This service supports Shropshire's Early Help Offer, which emphasises prevention and early assistance for young people. Its outcomes are linked to the outcomes of our Health & Wellbeing Board and our Children's Trust.
- Each Local Joint Committee (LJC) will be responsible for commissioning youth activities for young people in their area from suitable activity providers.
- Where there is evidence of unmet need, an LJC will be allocated funding from the council, according to a funding formula. The formula will be based on factors relating to the overall available funding and a number of need related criteria.
- LJs will engage young people, whose role it is to represent the views and needs of young people in their area and be involved in commissioning decisions at a local level.
- LJs will be supported by local members, whose role it is to lead on this area of work and add local knowledge to the commissioning process.
- Local members and young people will be supported by the Community Engagement Team, whose role it is to support locality commissioning including this specific area of work.
- LJs will also be supported by the Infrastructure Support provider, whose role it is to ensure that LJs work to consistent, efficient and effective commissioning and procurement practice.
- All activity providers, whether commissioned by LJs or otherwise, will be responsible for delivering a wide range of activities for young people that best meet local need.
- All activity providers, whether commissioned by LJs or otherwise, can be supported by the Infrastructure Support provider, whose role it is to ensure that wherever possible, we have an activity provider market that has the capacity, reach, ability and willingness to respond responsibly and flexibly to the needs of young people in Shropshire.

3.2 Definitions:

By **young people** we mean those aged 10 to 19 in general and up to 25th birthday for those with learning disabilities.

By **youth activities** we mean youth work and other services and activities that:

- 1) Connect young people with their communities, enabling them to belong and contribute to society, including through volunteering, and supporting them to have a voice in decisions which affect their lives;
- 2) Offer young people opportunities in safe environments to take part in a wide range of sports, arts, music and other activities, through which they can develop a strong sense of belonging, socialise safely with their peers, enjoy social mixing, experience spending time with older people, and develop relationships with adults they trust;
- 3) Support the personal and social development of young people through which they build the capabilities they need for learning, work, and the transition to adulthood – communication, confidence and taking the initiative (agency), creativity, managing feelings, planning and problem solving, relationships and leadership, and resilience and determination;
- 4) Improve young people’s physical and mental health and emotional well-being;
- 5) Help those young people at risk of dropping out of learning or not achieving their full potential to engage and attain in education or training; and
- 6) Raise young people’s aspirations, build their resilience, and inform their decisions – and thereby reducing teenage pregnancy, risky behaviours such as substance misuse, and involvement in crime and anti-social behaviour. (source: statutory guidance 2012)

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4) Improve young people’s physical and mental health and emotional well-being;

5) Help those young people at risk of dropping out of learning or not achieving their full potential to engage and attain in education or training; and

6) Raise young people’s aspirations, build their resilience, and inform their decisions – and thereby reducing teenage pregnancy, risky behaviours such as substance misuse, and involvement in crime and anti-social behaviour. (source: statutory guidance 2012)

By commissioning we mean

- Engaging with young people and using local needs analysis information to understand the needs of young people in an area
- Understanding the existing resources in an area
- Being clear about what outcomes are to be met for young people
- Planning how to best meet those outcomes
- Re-shaping existing services and/or procuring additional services
- Reviewing whether services are meeting outcomes

The **Community Enablement Team (CET)** works with and for people in local communities. The team's role is to support people in communities to take control of their lives, and to live in a place where they feel happy and safe, and where they can feel a sense of pride and ownership. The approach recognises that there are a considerable number of 'assets' within a community: public and community buildings; land; public; voluntary and community organisations; finance; and people with skills and expertise. Working collaboratively and in partnership to maximise the use of these assets will lead to better outcomes for individuals and communities.

By **locality commissioning support** we mean providing advice and guidance to LJs to support their commissioning activities appropriate for the local context.

LJs will be required to comply with the council's commissioning strategy, procurement and contracting practice. By **commissioning practice support** we mean

- Promoting a structured approach to general commissioning: analyse, plan, do and review of the commissioning cycle.
- Promoting the council's approach to commission via the council's commissioning strategy
- Advising on council's procurement and contract practice via the council's procurement strategy

By **existing resources** we mean facilities, activities, buildings and services supporting activities. This would include existing activities for young people, services developing leisure, sports and arts activities, services developing other community resources and volunteers, services providing activities for particular groups of young people.

Activity providers will be responsible for delivering youth activities. The aim of infrastructure support to activity providers is to increase activity providers' capacity and capabilities to deliver a fun and engaging programme, which supports young peoples' personal and social education. It is a given that activity providers will benefit from this support. It is expected that the infrastructure support provider and the activity providers can also evidence how young people are benefiting from this support.