

Report of: Head of Commissioning, Children and Families

Report to: Inner West Community Committee

Report author: Kate Sibson, Commissioning Manager 0113 3788925

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To note

Youth Work Review

Purpose of report

1. This report presents the findings of the Youth Work review and the recommended option for future commissioning arrangements.
2. The Community Committee is asked to comment on the contents of the report and the recommended future commissioning arrangements.

Main issues

3. Youth work supports the personal and social development of young people, raising their aspirations, building resilience and enabling them to make informed decisions. Positive impacts of good quality youth service include reducing teenage conception, preventing risky behaviours such as substance misuse and, minimising involvement in crime and anti-social behaviour. Central to this is a voluntary relationship with young people.
4. In Leeds, youth work is delivered as a preventative and early intervention service for children and young people. It plays an important role in delivering the outcomes of the Leeds Children and Young People's Plan and is a key component of achieving our ambition of being a Child Friendly City.
5. The table overleaf outlines the current services that are in scope for this review. The Youth Activities Fund budget is not in scope of the review and will continue to be fully devolved to Community Committees.

Current Service Delivery

Service	Description	Budget
Geographically Targeted Youth Work	Delivered in all wards with budgets set on a population / deprivation split of 40 / 60. LCC Youth Service delivers exclusively in all wards apart from three in the West North West where it is either fully or partly contracted out to three third sector providers. Targeted at age 11-17 with a mix of centre based group work, mobile provision and outreach. A small number of groups are delivered for a younger age range.	£1,519,600
Youth Inclusion Commission	A referral only service, aimed at seven priority clusters. Delivers one to one support and a limited number of groups for children age 8-13 who are at risk of involvement in crime or exclusion from school. Contract awarded to Barca in 2014.	£340,000
Pathways grants	Grants awarded to six third sector providers to work with young people in years 12 and 13 who are not in Education, Employment or Training. Delivery is split into locality based providers covering all wards with one citywide grant to support young people in care / care leavers.	£310,000

6. Having limited third sector contracts in just one area has created inconsistency in how youth work is delivered across the city. Procurement law requires us to ensure that contracts of this value are open to a competitive tender process unless there is an exceptional reason not to do so.
7. It was agreed that a process should be undertaken to review the population and needs of young people, identify assets and gaps in the current delivery and, agree a new commissioning model that will be open to a competitive tender process in line with Contract Procedure Rules.

Findings of the Review

8. Consultation carried out for the review and development of a preferred commissioning option included:
 - Elected Member Workshops
 - Stakeholder Workshops for a range of services and partner agencies
 - Online and face to face consultation with over 500 young people
 - Reference group meetings chaired by Voluntary Action Leeds, with internal and external providers, academics and other experts
 - Project team meetings with representation from the Youth Service, Commissioning, Voluntary Action Leeds and Communities Teams
 - Corporate Commissioning Board
 - Briefings with the Executive Member (Children and Families), Cabinet, Community Committee Champions and Chairs
9. A wide range of data was collected and analysed for the review including demographics, school attainment and absenteeism, crime / anti-social behaviour and from current youth work provision. A selection of the information used is appended to this report. The data will also help design the new model for youth work delivery in the city and ensure that we are responding the changing needs of children and young people.

10. The Youth Work Review presented nine conclusions based on the data and feedback from the consultation. These conclusions formed the basis of the proposed commissioning model.
- Leeds demonstrates good practice in many areas of youth work
 - Funding cuts have impacted on capacity but have not been applied evenly across services
 - Monitoring of quality and outcomes varies across internal and contracted services
 - There is not a clear, consistent and publicised offer across the city
 - Partnership working is a key strength
 - The population of young people is growing and more live in deprived areas
 - Deprivation is a key factor in young people's lives which can influence their future prospects
 - Accessing quality venues in the right locations is a challenge
 - Competing demand for targeted youth work is a challenge for providers to manage
11. Using the key findings as a guide, a number of commissioning options were drawn up and taken to a second stakeholder workshop. A recommended commissioning model has been developed following further consultation with the reference group and project team.

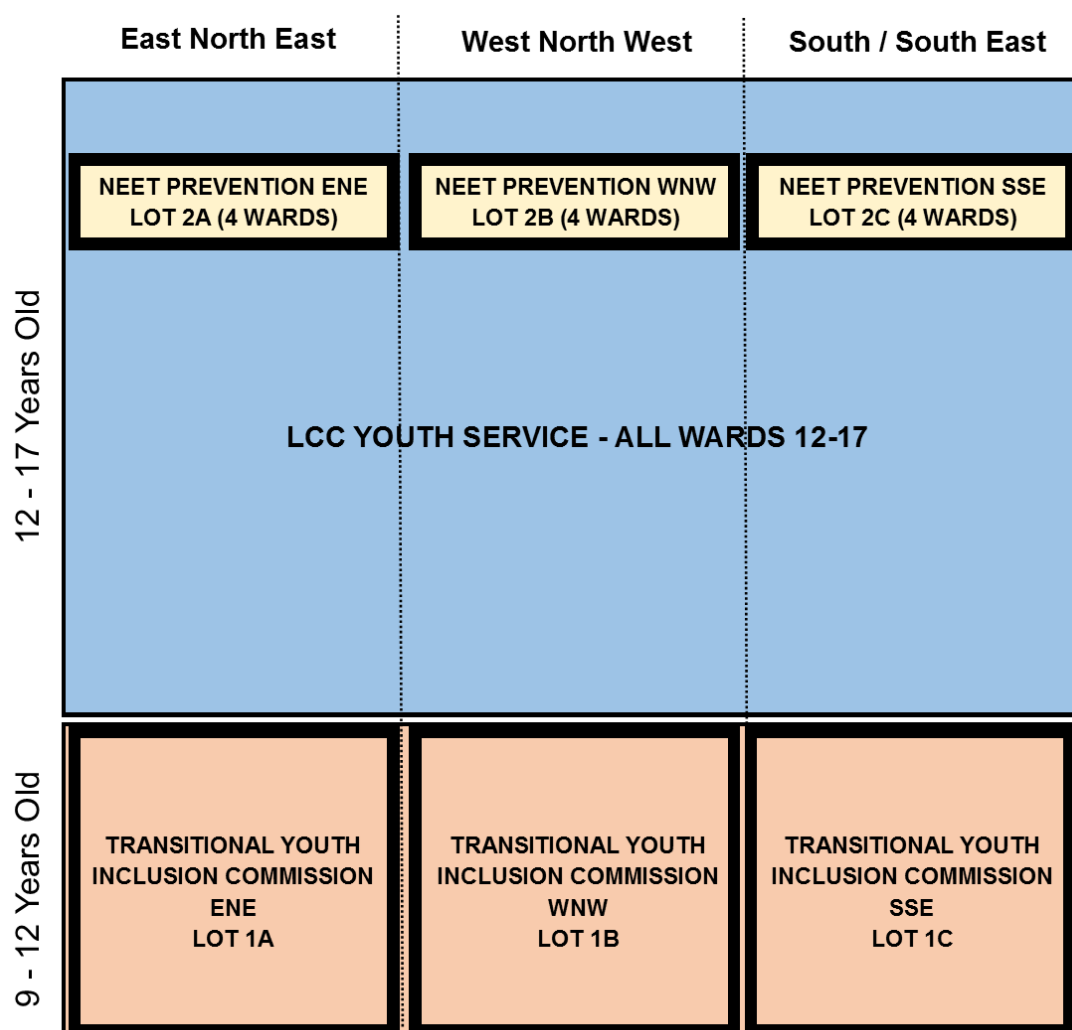
Recommended Commissioning Model

12. The recommended commissioning model incorporates the following features:

Service	Description	Budget
Geographically Targeted Youth Work	LCC Youth Service delivered in all wards based on updated population and deprivation figures Targeted at age 12-17 to ensure age appropriate sessions and targeted promotion	£1,371,600
Transitional Youth Inclusion Service	Transitional Youth Inclusion Service will be delivered in three contracts, one per city 'wedge'. Focused on group work with 9-12 years with some element of one to one support Budgets will be set at a Community Committee level, and delivery will be targeted to areas of greatest need based on the indices of multiple deprivation and where gaps in provision are evident Co-ordinator role within each wedge to map provision, highlight gaps and promote opportunities for external funding	£588,000
NEET Prevention Project	NEET prevention project aimed at young people most at risk of becoming NEET. Three contracts, one per wedge, initially delivered in 12 wards with highest NEET figures.	£210,000

13. The following diagram outlines how the contracts will be offered for the tender process:

Recommended Commissioning Model Diagram



14. The benefits of the proposed commissioning model include:

- Retains the current level of investment in Youth Work and offers a mix of internal and commissioned provision.
- Clear delineation of responsibilities between the internal and commissioned providers, sessions will be targeted and age appropriate
- Addresses a gap in targeted youth work for a younger age group
- Commissioned providers work with the most at risk year 11s to support their transition through GCSEs into a positive destination
- Internal and commissioned providers will work together to draw up area plans to promote their offer, share resources and identify gaps
- The service specifications will be written to maximise local relationships and assets by encouraging providers to join together to bid for tenders as a consortium
- A common quality and outcomes monitoring framework across all providers and activities will ensure impact and quality is measured across the city

Role of Community Committees

15. The Community Committee can play a key role in promoting youth work sessions and facilitating relationships between providers and partners, including schools and local communities. The Committee will receive an annual delivery plan outlining the proposed youth work sessions by ward delivered by both the Youth Service and commissioned provider. Regular meetings with ward members and Children and Young People's Sub Groups will ensure that programmes are refreshed to meet needs.
16. The Community Committee can use its children and young people consultation arrangements to seek feedback on youth work in their area and identify gaps and opportunities for improvement. Children's Services will use this feedback to ensure that services respond to local needs.

Next Steps

17. Once consultation with stakeholders on the preferred model is complete, the Commissioning and Market Management Team will draft a service specification that will set out the target areas for delivery in the first year of the contract.
18. The new commissioned services are expected to commence in April 2020 following a competitive commissioning process and period of mobilisation to establish partnership arrangements. Contracts will be put in place for four years with an option to extend for a further two.
19. The Youth Service will review its delivery and monitoring arrangements in light of the review findings and work to the new model from April 2020.

Interim arrangements

20. Implementation of the findings of the review of youth work will take place in phases, with interim contracts being issued to current providers to enable existing provision to continue until the new model is ready to start.
21. Current contracting arrangements will continue until the end of March 2020, with the internal youth service undertaking a review of delivery by ward based on a budget set using updated population and deprivation data.
22. Pathways grants will continue at a reduced rate until end of March 2020. They will be complemented by new European Social Investment funding awarded to the Youth Service to expand their internal Pathways service, and to local area partnerships for projects in the wider community.
23. The Youth Inclusion Project will continue until end of March 2020, with some changes to create better links to the new Early Help Hubs. Delivery will continue to be targeted to areas of greatest need.

Corporate considerations

a. Consultation and engagement

The Consultation process so far has been outlined in this report. Additional consultation with young people is planned with groups of young people, starting with the Youth Council, in December and January, and an online survey. Young people will be involved during the procurement and tender assessment process.

b. Equality and diversity / cohesion and integration

One of the findings of the Youth Work Review was inconsistency in reporting equality data. It will be written into the specification that attendance at sessions should target and aim to reflect the population of the area where they are delivered.

Youth work can play a key role in supporting community cohesion, aiming targeted sessions at a younger age group will provide additional opportunities for young people to participate in their local community.

c. Council policies and city priorities

The commissioning proposals outlined in this report support the priorities outlined in the Children and Young People Plan 2018 including:

- Increase the number of young people participating and engaging in learning
- Improving social, emotional and mental health and wellbeing
- Help young people into adulthood to develop skills for life and be ready for work

The proposals also contribute to the following priorities in the Best Council Plan:

- Being responsive to local needs, building thriving resilient communities
- Promoting community respect and resilience

d. Resources and value for money

Youth Work makes an important contribution to supporting vulnerable young people and youth workers are part of a wider group of practitioners in Leeds who can help prevent issues with young people from escalating.

The budget for Youth Services in 2019/20 will be maintained at current levels. The budget split between internal and commissioned providers will remain at existing levels in the new arrangements.

The service specification will seek to maximise the use of local assets to gain the best value for money for frontline delivery.

e. Legal implications, access to information and call in

The procurement of new contracts is a key part in the delivery of the review findings and that this work will be delivered in accordance with LCC Contract Procedure Rules. A key decision to start the procurement process has been published.

f. Risk management

Key risks and issues associated with the review are logged with mitigating actions identified, a process overseen by the Children and Families Commissioning Board

Conclusion

24. The Youth Work Review and commissioning proposals outlined in this report present an opportunity for Youth Work to be commissioned in a strategic way to better fit the needs of our local communities.
25. Community Committees will play an important role in ensuring that the outcomes of the review are realised at a community level and that resources are being targeted towards the areas of greatest need.
26. New partnership relationships between the commissioned providers and internal Youth Service will maximise local assets and promote a clear offer to young people across the city.

Recommendations

- The Community Committee is asked to comment on the contents of the report and the recommended future commissioning arrangements.

Background information

- None

Appendices

1. Budget breakdown for 2018/19 (current) and 2020/21 (post review)
2. Needs Analysis – population, persistent absence, attainment, NEET, youth crime

Outline youth work budget

The tables below show the current budget and the proposed budget under the recommended commissioning model.

Table 1

2018/19 – Using old Population / Deprivation Data		
Ward	Geographically Targeted Youth Work	Leeds Pathways Element
Inner West Community Committee	£ 196,000	£39,984
Armley	£ 69,497	
Bramley & Stanningley	£ 71,533	
Kirkstall	£ 54,940	

Table 2

2020/21 – Using updated Population / Deprivation Data				
Ward	Combined Ward Allocation*	Geographically Targeted Youth Work	NEET Prevention Project	Transitional Youth Inclusion Commission
Inner West	£ 176,923	£ 143,045	£ 30,527	£ 79,087
Armley	£ 62,001	£ 48,190	£ 13,811	
Bramley & Stanningley	£ 75,046	£ 58,330	£ 16,716	
Kirkstall	£ 39,875	£ 39,875	-	

*The Transitional Youth Inclusion Commission has been allocated on a Community Committee basis and is not included in the Combined Ward Allocation at table 2.

Up to 2018/19, the population figure used to allocate ward level funding was on GP data which is issued with up to an 18 month lag. From 2019/20, the Office of National Statistics mid-year population estimate figures will be used which is the standard used across the council. Changes to ward populations are reflected in the new budget allocations.

Summary of Inner West Community Committee Profile Data

1. Population of young people by ward (mid year estimate 2016)

Ward	9-11 Population	% Leeds 9-11 Population	12-17 Population	% Leeds 12-17 Population
Armley	778	2.94	1328	2.77
Bramley & Stanningley	781	2.95	1545	3.22
Kirkstall	489	1.85	900	1.88

2. School attainment and absenteeism (2016/17)

- a) % Pupils meeting expected standard at end of Key Stage 2
 b) % Pupils achieving two strong passes in English and Maths at GCSE
 c) % Pupils persistently absent primary age
 d) % Pupils persistently absent secondary age

Ward	Attainment Key Stage 2 (a)	Attainment Key Stage 4 (b)	Persistent absence primary (c)	Persistent absence secondary (d)
Leeds Average	56	39.3	8.4	15
Armley	46.4	27.6	10.5	18.0
Bramley & Stanningley	46.6	23.2	11	19.6
Kirkstall	50	37.1	8.7	17.3

3. Young People (years 12/13) combined measure NEET (Not in Education Employment or Training) and Not Known (Jan 2018)

Ward	% Yr 12/13 who are NEET or not known
Armley	7.4
Bramley & Stanningley	8.3
Kirkstall	7.9
Leeds Average	6.7

4. Number of 10-17 year olds committing an offence in the 2016 calendar year

	Number of YP committing an offence
Leeds Average	29.8
Inner West Community Committee	42