



**REPORT TO LOCAL COMMITTEE  
(WAVERLEY)**

**LOCAL PREVENTION FRAMEWORK: UPDATE FROM  
THE WAVERLEY YOUTH SERVICES TASK GROUP**

**16 December 2011**

**KEY ISSUE**

This is a progress report from the Youth Services Task Group. Priorities for the use of the commissioning budget under the devolved Local Prevention Framework (LPF) have been identified and are submitted in this report for approval by the Local Committee.

**SUMMARY**

The Youth Services Task Group set up by the Local Committee has identified key priorities in Waverley to prevent young people becoming Not in Education, Employment or Training (NEET) and to prevent young people from becoming First Time Entrants (FTE) to the youth justice system. This report brings forward recommendations from the task group on how the local commissioning resource should be allocated.

The conclusions of the task group are to target the prevention of young people becoming NEET in view of the strong overlap with the predictive risk factors associated with offending. The task group considered the data that pointed to two significant clusters of young people at risk of becoming NEET living around either Farnham or Godalming. The task group has concluded that the resource should be focused on Farnham and Godalming. However, there was disagreement on how narrow this focus should be: should there also be a small measure of resource available to all other areas of the borough or should the resource be focused exclusively on those two towns? The Local Committee is invited to debate this issue and to arrive at a conclusion.

Following approval of the Local Committee, proposals for work to address the agreed priorities will be sought from a long list of pre-approved providers. The Task Group will then consider a shortlist (on 10<sup>th</sup> February 2012) and final recommendation for award of contracts will be brought to the Local Committee at an additional meeting in late February. The commissioned services would then commence on 1st April 2012.

### RECOMMENDATIONS

#### The Local Committee (Waverley) is asked to:

- (i) Agree that the Local Prevention Framework (LPF) priority for Waverley is to prevent NEET across the borough, but with a particular focus on areas of need identified as Farnham and Godalming and that the commissioning budget is deployed to commission outcomes in accordance with this prioritisation.
- (ii) Decide whether the LPF resource available to it should be focused exclusively on Farnham and Godalming or whether a small measure of this resource should be made available additionally to all other areas of the borough.
- (iii) Request that the evaluation of tenders received from potential providers reflect the concerns set out at paragraph 2.9 in the report and that weighting should be given to those proposals which address them.
- (iv) Note that the allocation of SOLD resources to young people will be delegated to officers in the Youth Support Service to arrange provision that addresses the identified risk factors and areas of geographical priority.
- (v) Note that the committee has a Small Grants allocation of £27,000 for the year commencing 1 April 2012 and that this will be available to support small voluntary youth organisations with grants of £500 to £1,000 and exceptionally up to £5,000.

### 1 INTRODUCTION AND BACKGROUND

- 1.1 Services for Young People are undergoing significant reform to enable the County Council to respond to several significant drivers of change. These drivers include reducing costs by 30% over the 2009 baseline; modernising the offer to young people so that it is better integrated, more preventative and targeted; and for services to be delivered more locally.
- 1.2 The Local Prevention Framework (LPF) is an allocation of £116k to the Local Committee (Waverley) to commission services designed to prevent young people becoming NEET or entering the youth justice system (FTE). This allocation is based on the number of young people who are NEET and the number who are first time entrants to the youth justice system. Additionally, £27k is available for the Local Committee to allocate as small grants. The total resource for young people in Waverley also includes a borough Youth Support Service team of 10 full time equivalent posts; the provision of a locally

delivered outdoor learning programme of 20 half day sessions during 2012/13; the County Council Youth Centre in Haslemere and the provision of youth work at three further locations (Cranleigh, Godalming and Farnham including Sandy Hill) which are owned by other organisations. The number of youth worker hours allocated to these non-County Council centres in the transformed service will remain the same as in 2011.

- 1.3 It is anticipated that the LPF will deliver against the County Council's expectation that where possible local youth services will be commissioned locally, in line with the government's localism agenda. This is the first time that this approach has been tried anywhere in the country.
- 1.4 The purpose of the LPF is to *prevent* NEET and to *prevent* offending and antisocial behaviour. It complements the functions of the new Youth Support Service, which has a clear focus on young people who are currently NEET or who are currently in the youth justice system. The LPF should engage with young people who are *at risk* of NEET or *at risk* of offending and focus on reducing the risk factors that are correlated with NEET and offending. It should be noted that there is an existing Prevent & Deter partnership between Waverley Borough Council, Surrey County Council and Surrey Police which aims to reduce anti-social and offending behaviour by young people.
- 1.5 A needs assessment workshop was held for the Borough of Waverley on 21 September 2011 with invitations sent to Members (Borough and County Council), Waverley Youth Council, school confederations, voluntary organisations, housing associations, police, youth development service and youth justice. The workshop considered the data on NEET and youth offending (including the predictive factors), as well as the perspectives and experience of the workshop participants.
- 1.6 Also under consideration by the Youth Task Group is the deployment of up to twenty sessions of outreach programme delivered by the Surrey Outdoor Learning and Development service. Surrey Outdoor Learning and Development (SOLD) provides a range of outdoor learning opportunities for schools, youth groups and youth organisations from its three centres at High Ashurst (Boxhill), Henly Fort (Guildford) and Thames Young Mariners (Ham). Additionally, SOLD has developed an outreach programme that can be delivered to young people in their local community and will focus on young people learning skills that increase protection from risk (especially soft skills around team working, trusting others and leadership). Waverley will have 20, three-hour sessions available with a capacity of up to 20 young people per session. These sessions can be delivered locally to any part of the borough.
- 1.7 The small grants allocation for Waverley is £27,000 for the year commencing 1<sup>st</sup> April 2012. Grants will be awarded by the local committee. Eligible organisations will be small voluntary groups who are reliant on volunteers to deliver services for young people. It is expected that most applications will be for amounts between £500 and £1,000 and in exceptional circumstances grants of up to £5,000 may be awarded. The Task Group was committed to the principle of involving young people (via the Top Youth Council) in determining the allocation of grant. Guidance for potential applicants will be made available

shortly.

- 1.8 There is one County Council youth centre in Waverley (The Wey Centre, Haslemere). The new service will see the centre based youth work delivered from this centre (as with all 32 centres across Surrey) managed by a new organisation commissioned through a (separate) tendering process. This organisation will also manage the youth work provided by the County Council at three other locations in the borough (Cranleigh, Farnham and Godalming). A Youth Club Advisory Group will be established chaired by a County Councillor (or his/her nominee) and with membership drawn from local young people, a Borough Councillor and community representatives. Nominations for a chairman will be put forward at a later meeting after the Terms of Reference for this group have been finalised.

## 2 ANALYSIS

- 2.1 Levels of NEET and offending by young people are generally low in Surrey and this is also true of Waverley. The task group considered three sets of data concerning the distribution of need across Waverley. These were: (1) the numbers of young people who are NEET or who are offenders (from the "One in Ten" Needs Assessment); the Risk of NEET indicator map for years 8-12; and the index of multiple deprivation showing the most deprived wards in Waverley.
- 2.2 The NEET & FTE data from the One in Ten needs assessment details the distribution of young people who were NEET (aged 16-19) or who were first time entrants to the youth justice system. This data shows two significant clusters of NEET and FTE around Farnham (a total of 40 individuals) and Godalming/Binscombe (a total of 30 individuals). Outside of these two locations are three smaller clusters around Cranleigh (6 individuals), Haslemere (5 individuals) and Alfold (4 individuals) with individual NEET and FTE young people scattered across the remainder of the borough, many in rural locations (data from 2009).
- 2.3 The emerging work on the Risk of NEET Indicator (RONI) by the Commissioning & Development Team of Services for Young People provides current (July 2011) case by case data on those young people in school years 8-12 who have at least one primary risk factor or two secondary risk factors associated with becoming NEET post 16. The initial findings show that there are currently 294 young people across school years 8 to 12 who are identified as being at risk of NEET with very similar pattern of distribution to that found in 2.2 above. (See **Annex A – available in hard copy only.**)
- 2.4 The Index of Multiple Deprivation (produced by the Department for Communities and local Government) is constructed from a set of indicators which include employment deprivation, health deprivation and disability, education, skills and training, barriers to housing and services, crime and the living environment. This provides an index of relative deprivation for sub-divisions (Lower-level Super Output Areas) within electoral wards in Waverley. The table below lists the 10 Lower-level Super Output Areas (LSOA) in Waverley that rank highest in the Indices of Multiple Deprivation (IMD) 2010.

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LSOAs represent smaller communities within electoral wards. The national average population of LSOAs is 1,500 people and there are 82 in Waverley. The table below shows the ten sub divisions that rank highest in Waverley (where 1 is *relatively* the most deprived) with corresponding numbers of young people at risk of being NEET

Ward in which LSOA is located	Waverley ranking	Surrey ranking amongst 709 LSOAs	Number of young people at risk of NEET (RONI) [SCC data]
Godalming Central and Ockford (010A)	1	6	24
Farnham Upper Hale (002E)	2	13	45
Godalming Binscombe (005C)	3	57	34
Farnham Moor Park (003E)	4	93	9
Bramley, Busbridge and Hascombe ((012A)	5	105	5
Cranleigh East ((013C)	6	106	13
Godalming Binscombe (005B)	7	108	34
Farnham Moor Park (003D)	8	109	<i>(included in Farnham Moor Park 003E)</i>
Farnham Shortheath and Boundstone (006D)	9	111	10
Farnham Castle (003A)	10	125	17

2.5 From these three data sources there is strong evidence that the highest need is amongst young people living around Farnham and Godalming. These two areas contain communities which are the most deprived in Waverley (see table above). This geographical identification is further supported by the distribution of young people at risk of being NEET and the 2009 data on prevalence of current NEET and first time entrants.

2.6 Additionally, wider research has shown that the following risk factors are significant in increasing the likelihood of a young person becoming NEET or FTE:

- School attendance less than 60%
- Exclusion from school
- Engaged in anti social behaviour
- Statement of Special Education Need or School Action/School Action Plus

2.7 There is a considerable overlap between the risk factors which pre-dispose young people to becoming NEET and those which pre-dispose to offending. Within Waverley there are already effective partnership arrangements in place (known as Prevent & Deter) between Waverley Borough Council, Surrey County Council and Surrey Police to work with young people identified as being at risk of offending; also the Police and Youth Justice Service have launched a new initiative to reduce the number of first time entrants through

the use of more restorative approaches to early signs of criminal and anti-social behaviour by young people. Accordingly the task group is of the view that the commissioning budget under the local prevention framework would be used to greatest effect if the focus is on the prevention of NEET as this will best complement the existing work on the prevention of offending.

- 2.8 In July 2011 there were 58 young people identified as NEET (aged 16-19) in Waverley (source: Surrey County Council).
- 2.9 The workshop identified four broad areas of concern: (1) the cost and availability of transport which is an issue for post-16s in travelling to college courses and for young teenagers in travelling to leisure/sporting activities; (2) the apparent pressure on work experience placements (in years 10 and 11) and the shortage of apprenticeships for those seeking to combine college and work-based learning; (3) concern for young people who live in more rural and isolated locations in Waverley and who do not have ready access to transport and/or family support; (4) financial literacy (money management) especially since the withdrawal of the Education Maintenance Allowance. It is recommended that the evaluation of tenders reflect these concerns and that weighting should be given to those proposals which address them.
- 2.8 The task group considered the data that pointed to two significant clusters of young people at risk of becoming NEET living around either Farnham or Godalming (refer to **Annex A: Young People (yrs 8-12) at Risk of being NEET Waverley 2011**). Of the 294 young people identified as being at risk of NEET, 70% live in wards around Farnham (39%) and Godalming (31%). The task group has concluded that the resource should be focused on Farnham and Godalming. However, there was disagreement on how narrow this focus should be: should there also be a small measure of resource available to all other areas of the borough or should the resource be focused exclusively on those two towns? The Local Committee is invited to debate this issue and to arrive at a conclusion.
- 2.9 In relation to the allocation of places on SOLD, the Youth Task Group considered that these places should be responsive to local need. The Youth Task Group recommends these resources be delegated to Youth Support Service officers to enable a swift response to need. The resources would be expected to be allocated in response to need, drawing on the risk factors highlighted in this report.

### 3 CONSULTATIONS

- 3.1 The Local Prevention Framework is one of several delivery models, which have been developed by the Services for Young People *Fit for the Future* transformation programme. There has been wide ranging consultation with groups of young people, staff, and partner agencies. Members have been consulted through the County Council's Public Value Review Member Reference Group. Additionally, local engagement has taken place through the Local Committee Youth Task Group and the workshop held on 21st September.

**4 FINANCIAL AND VALUE FOR MONEY IMPLICATIONS**

- 4.1 It is anticipated that local commissioning will offer better value for money in that the outcomes commissioned will be more closely aligned to local need.

**5 EQUALITIES AND DIVERSITY IMPLICATIONS**

- 5.1 The devolved commissioning budget is likely to be targeted on groups who are vulnerable or at risk.

**6 CRIME AND DISORDER IMPLICATIONS**

- 6.1 Local commissioning aims specifically to reduce offending and anti-social behaviour and to increase participation.

**7 CONCLUSION AND RECOMMENDATIONS**

Following the needs analysis, workshop and Youth Task Group meeting on 17<sup>th</sup> November 2011, the following recommendations are proposed:

**7.1 Deployment of the commissioning budget (either 7.1.1 or 7.1.2)**

That the Local Prevention Framework priority for Waverley is to prevent NEET across the borough of Waverley but with a particular focus on areas of need identified as Farnham and Godalming and that the commissioning budget is deployed to commission outcomes in accordance with this prioritisation;

**7.2 Proposal to delegate SOLD allocations**

Note the allocation of SOLD resources to young people will be delegated to officers in the Youth Support Service to arrange provision that addresses the identified risk factors and areas of geographical priority.

**7.3 Small grants allocation**

Note that the Local Committee (Waverley) has a Small Grants allocation of £27,000 for the year commencing 1 April 2012. This will be available to support small voluntary youth organisations with grants of £500 to £1,000 and exceptionally up to £5,000.

**8 REASONS FOR RECOMMENDATIONS**

- 8.1 The recommendations will:
- a) Support the council's priority to achieve "zero NEET" that is for 100% of young people aged 16 to 19 to be in education, training or employment.
  - b) Support the council's priority that more young people are safe from crime and anti-social behaviour
  - c) Increase delivery of youth work locally

**9 WHAT HAPPENS NEXT**

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- 9.1 The next steps will be for officers to draft a commissioning specification to invite proposals from the framework suppliers.
- 9.2 A mini competition will take place on the 10<sup>th</sup> February 2012 where short listed suppliers will present their proposals to the task group. A recommendation on award of contract will be brought to a meeting of the Local Committee for approval in late February 2012.
- 9.3 It is anticipated that the new provider(s) will be in place for 1<sup>st</sup> April 2012.

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**BACKGROUND PAPERS:** Services for young people in Waverley – briefing for elected members (issued May 2011)