

SURREY COUNTY COUNCIL**CABINET****DATE: 22 APRIL 2014**

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REPORT OF: LINDA KEMENY, CABINET MEMBER FOR SCHOOLS AND LEARNING**CLARE CURRAN, CABINET ASSOCIATE FOR CHILDREN, SCHOOLS AND FAMILIES****LEAD OFFICER: GARATH SYMONDS, ASSISTANT DIRECTOR FOR YOUNG PEOPLE****SUBJECT: CREATING OPPORTUNITIES FOR YOUNG PEOPLE: RECOMMISSIONING FOR 2015 – 2020****SUMMARY OF ISSUE:**

Services for Young People (SYP) currently operates nine commissions which contribute towards the overall goal of full participation in education training or employment with training for young people to age 19 and to age 25 for those with special educational needs or disabilities (SEND). These commissions are delivered through in-house services and external providers, where contracts were let generally for a 3 year period expiring in 2015.

This paper seeks agreement to the strategic direction for re-commissioning for 2015 to 2020.

RECOMMENDATIONS:

It is recommended that Cabinet:

1. Approves the strategic goal and the revised Surrey Young People's Outcomes Framework for 2015-2020 (Annexe 1).
2. Approves the refresh of the Surrey Young People's Employability Plan for 2015-2020 to align with the re-commissioning for 2015-2020.
3. Approves the development of options to deliver the three revised commissioning priorities set out in the report for a further report with full business cases in September 2014.
4. Approves the exploration with Local Committees of increased delegation of decision-making in relation to young people, such as the current Centre Based Youth Work.
5. Approves the exploration of potential for more integrated commissioning with Districts/Boroughs, Surrey Police, Public Health, CCGs and Active Surrey.

REASON FOR RECOMMENDATIONS:

This report sets the strategy and outcomes for young people in Surrey for 2015 – 2020 to meet statutory duties outlined at paragraph 11 and to build on the success of the achievements since the transformation in 2012.

DETAILS:

Introduction and structure of report

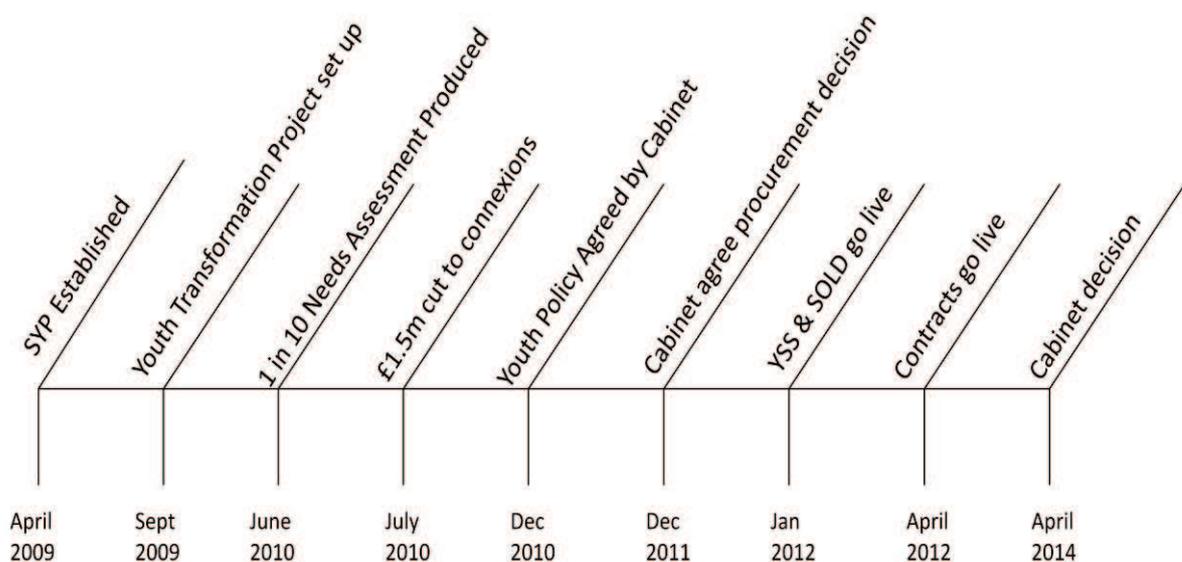
1. This report is in three sections: headline achievements of Services for Young People; changes proposed for the next commissioning cycle; and the strategy and commissioning intentions and refreshed outcomes framework for 2015 to 2020.

Commissioning approach in Services for Young People

2. Services for Young People transformed the offer to young people and the outcomes achieved through a commissioning approach, designed in the Public Value Review in 2010-11 and launched in 2012. This enables a clear logical approach to the overall strategy, outcomes, outputs and the commissioning of services, either managed internally or delivered through external organisations, to deliver the outcomes which will secure that goal. Services for Young People has worked closely with partners, particularly the Voluntary, Community and Faith Sector in securing the achievements highlighted in section one below.

Time line to date

3. The time line below shows the progress of the Youth Transformation Project and the implementation of the new Services for Young People model from 2012.



SECTION ONE: ACHIEVEMENTS 2012—2014

Services for Young People has secured significant achievements since the launch of the new commissioning model:

- 59% reduction in young people who were NEET (Not in Education, Employment or Training) between January 2009 and January 2014.
- Interim data shows Surrey had the joint lowest numbers in England of young people who were NEET between November 2013 and January 2014, when last year Surrey ranked joint-25th.
- 90% reduction in first time entrants of young people to the criminal justice system from 2009 to 2013, when we had the lowest rate of first time entrants in England.
- Seventh out of 152 local authorities for rate of youth custody per 1000 population in England.
- 4% increase in young people aged 16-18 starting apprenticeships since 2011 – in contrast to a decrease of 14% in England during the same period. 622 apprenticeships generated for 16-19 year olds from April 2013 to end February 2014.
- 124 fewer NEET young people in 2012-13 compared to 2011-12, resulting in a £7 million saving to public purse based on research analysis by York University.
- Demonstrable positive impact on school attendance and fixed term exclusions for young people taking part in Centre Based Youth Work and Local Prevention Framework activity – and in particular for those with SEND.
- High proportion of young people engaged in youth centre activities are in higher need groups – of the 7,017 in 2012/13, 37% had SEND, 20% were NEET or re-engaging, 17% were identified at risk of NEET, 16% were Children in Need, and 200 were young people who had offended.
- 89.8% successful progression to education, training or employment from young people at risk of becoming NEET who received support from the Year 11/12 Transition commission.
- Twenty six youth centres have achieved the NYA (National Youth Agency) Quality Mark Level 1, demonstrating a standard equivalent to Ofsted rating of good.
- Reduction in out-county placements in Independent Specialist Colleges from 126 to 90 in 3 years with reduced costs, equivalent to a £2million saving, and improved outcomes.
- Over £250K of additional provision generated from the Voluntary, Community and Faith sector in Surrey.
- 290 young people who presented as homeless have been placed in safe accommodation since November 2012.

SECTION TWO: CHANGES PROPOSED FOR NEXT COMMISSIONING CYCLE

5. The Transformation of Services for Young People achieved significant success through the outcomes-focused approach to commissioning as demonstrated above. Therefore, the changes proposed at this stage are not for a radical re-shaping of a model that has achieved much in two years, but rather recommendations for adaptations to the model to respond to changes in need, policy context, young people's perspectives and learning from the evaluation of performance.
6. Whilst the evaluation of the current model highlighted significant successes of the current model and current high levels of performance compared to other local authorities, it also set out areas for potential further improvement. There are also drivers for change arising from the more challenging financial context for Surrey County Council and a need for a more clearly targeted approach to managing down levels of demand on statutory services through more targeted prevention, integrated with the Council's approach to Early Help.

Changing needs

7. A comprehensive needs assessment has been conducted, linked to the Joint Strategic Needs Assessment (JSNA). This assessment, One in Ten 2014, builds on the first needs assessment, One in Ten 2010, which shaped the commissioning priorities. This has, in turn, highlighted the following key issues in relation to the needs of young people that will inform future commissioning for 2015 to 2020.
 - Growth in demand from increase in the population of young people by 5% over the commissioning period.
 - Need for young people to have the skills and experience sought by employers so they are ready for work.
 - Need for young people to be able to make informed choices on education, training and employment options.
 - Increasing need and changing patterns of need, such as increasing Autistic Spectrum Disorder (ASD), for young people with SEND.
 - Growth in emotional and mental health needs of young people.
 - Barriers to participation, in particular transport, lack of income and homelessness.
 - Young people are experiencing discrimination, alienation and bullying, often leading to their needs being less evident.
 - Many young people have negative experiences during teenage years, which then have a significant impact on their later lives.
 - Many young people experience multiple and complex barriers to participation, often involving family relationship breakdown and other challenges in the neighbourhoods in which they live.

Young people's involvement

8. Young people have been closely involved in the review of current commissions and developing the proposed new outcomes. They have both highlighted the value they place on current services and identified gaps which directly relate to the outputs and outcomes that Services for Young People are seeking to achieve. In particular, young people highlighted: a need for more information, advice and guidance on opportunities in education, training and employment; a broader range of courses; challenges in relation to mental health and emotional well-being; challenges in relation to peer pressure and bullying; family difficulties and breakdown of relationships; money and transport; and a need to have someone to talk to who understands.

Financial context

9. The re-commissioning for 2015-2020 also needs to address the challenging financial context for Surrey County Council and the wider public sector. Although the economy has started to improve, with increasing employment opportunities, further budget reductions are forecast for the County Council and partners, including providers of education and training. The Transformation of Services for Young People achieved a reduction in gross expenditure of £4.6m in 2011-12 whilst achieving significantly improved outcomes. The scope for significant further savings is therefore limited.

Key themes

10. Some key themes emerging from the evaluation, the more challenging financial context and changes in national and local policy context are:
 - Wider integrated commissioning with key partners such as Districts, Boroughs, Public Health, Surrey Police and Active Surrey.
 - Increased local delegation, enabling local decision making and local involvement of young people.
 - More targeted early help to reduce demand on statutory services.
 - Improved quality, co-production and focus on outcomes.
 - Increased value for money and evidence of impact achieved.
11. Based on these drivers for change, the paper now sets out proposed changes to the commissioning model for a further five year period, from 2015 to 2020, Additionally, the paper proposes the Young People's Employability Plan 2012-17 is simultaneously revised, to reflect these changes and particularly to strengthen its breadth across Surrey County Council and with partners.

National and local policy context

12. Services for Young People deliver key outcomes to improve young people's quality of life and fulfil a range of statutory duties for Surrey County Council: the duty to commission education and training provision for young people aged 16 to 19 and then up to age 25 for young people with Special Educational Needs and Disabilities (SEND); the duty to prevent young people's involvement in crime and anti-social behaviour; the duty to ensure adequate opportunities for young people through youth work; and to promote effective participation of young

people in education, training or employment up to age 18 by 2015 as required by Raising the Participation Age.

13. The Surrey Young People's Employability Plan 2012-17 sets out the local policy, strategy and action plan to achieve full participation by 2015 and to sustain participation through demographic growth and other changes in needs. There are also clear policy drivers locally for more integrated approaches with partners, as demonstrated in the recent work on the Public Service Transformation Network (PSTN) Skills for the Future and a policy drive for localism.

SECTION THREE: STRATEGY AND COMMISSIONING INTENTIONS 2015-20

Strategy

14. In December 2010, Cabinet agreed the strategic goal for Services for Young People as employability to secure full participation for young people to age 19 in education, training or employment. On 24 July 2012, Cabinet agreed the Young People's Employability Plan 2012-17, which set out the vision for young people's employability. It is proposed to retain that vision, with the addition of a definition of employability, for greater clarity and to reflect the breadth of integrated approaches need to achieve a holistic approach to improving outcomes for young people.

Goal

15. Our goal is for all Surrey young people to be employable.

Definition of employability

16. Employability is the development of skills, abilities, and personal attributes that enhance young people's capability to secure rewarding and satisfying outcomes in their economic, social and community lives. Our key measure of success will be full youth participation in education, training or employment with training to age 19 by 2018.

Commissioning intentions

17. Service for Young People's success has been achieved through using an outcome based commissioning approach. This first sets a clear overall goal then identifies outcomes which would result in the achievement of that goal. Thereafter, outputs are developed which would achieve those outcomes. Commissioning intentions are developed which then in turn shape future commissioning. By following this approach services are commissioned in line with the commissioning intentions, which deliver the required outcomes and therefore together achieve the overall goal.
18. The commissioning intentions for the re-commissioning of Services for Young People for 2015-2020 are –
 - Pathways to employment for all.
 - Early help for young people in need.
 - Integrated specialist youth support.

Re-commissioning for 2015-2020

19. Re-commissioning for 2015-2020 is being developed closely with linked Strategies such as the Early Help Strategy, the Local Enterprise Partnerships' Skills Strategy, the Youth Justice plan and the Public Service Transformation Network programmes on Skills for the Future and Families.
20. The outcomes framework to enable employability of young people has been refreshed, drawing on the needs analysis, evaluation of the service, young people's perspectives and work with staff and partners. The revised framework is attached at Annexe 1 for agreement by Cabinet.
21. Services were previously typically commissioned for a three year period, from 2012 to 2015. However, providers have fed back that a longer period of commissioning would encourage greater innovation and achieve better outcomes and improved value for money. The Voluntary Community and Faith Sector line also sought simpler procurement processes. It is therefore proposed that the next commissioning cycle is for a five year period, from 2015 to 2020 and that procurement process will be further simplified.
22. The achievements to date have highlighted a significant return on investment on resources invested in Service for Young People. The benefits have been demonstrated to accrue for not just Surrey County Council, but also significantly for national government such as in reduced benefits payments, increased taxation receipts once young people are in employment and reduced costs to other services such as Health, Police and even the Prison Service.
23. Feedback was also received that there would be benefits in moving to fewer models with clearer links between them and with other services and partner organisations. It is proposed therefore, whilst building on the success of the current models, to integrate some models and reduce the overall number. Engagement with other Surrey County Council services and with partners, staff and young people will be completed to inform an options appraisal on the alternative means of delivery and to develop business cases. These options appraisals and business cases will be brought to Cabinet in September 2014.
24. An external evaluation has been conducted by the Institute of Local Government Studies at the University of Birmingham. The evaluation report will go to Children & Education Select Committee in July and inform the development of the new operating models.
25. Surrey Outdoor Learning and Development (SOLD) is exploring alternative options for its future operations. This work is included within 'Pathways to Employment for All'. A further update will be brought to Cabinet in September 2014.

Project Board

26. The re-commissioning is being overseen by a Project Board, chaired by the Cabinet Associate for Children, Schools and Families and with representation from the Children & Education Select Committee, Local Committees and young people. This Board will oversee the future work programme and advise on recommendations for Cabinet in September 2014. The Project Board is being expanded to include other public agencies with an interest in jointly commissioning better outcomes for young people.

27. Pathways to employment for all

Model description

This model proposes to strengthen the range of opportunities for young people in education, training and employment opportunities in Surrey. These opportunities will be informed by the needs of employers, linked to the aspirations of young people and supported by high quality impartial careers information, advice and guidance. The model brings together opportunities offered by schools, colleges and training providers with alternative provision. The model proposes the Your Next Move Guarantee which guarantees all young people in Surrey the opportunity to participate in education, training or employment up to age 18. This would be complemented by support for key transition points for targeted groups, building on the Year 11/12 Transition, but extending that to Years 9/10 and Years 12/13.

The model includes development of local provision for young people with SEND, with integrated support across education, health and social care, as part of integrated arrangements from birth to age 25.

Key changes from previous model and benefits

- More integrated education, training and employment pathways.
- Surrey Your Next Move Guarantee of the offer to all young people in education, training or employment up to age 18.
- More external funding for provision and engagement.

28. Local Early Help for Young People

Model description

This model proposes an integrated approach with partners to commission outcomes for young people which are identified as local priorities. Agreements will be sought with key partners to align commissioning resources.

Priorities would be drawn from the Young People's Outcomes Framework (Annexe 1) and shaped by expanded local Youth Task Groups, working with partners. This would include at least the current Local Prevention Framework, and potentially Centre Based Youth Work. This process could vary the allocation of resources between communities, within a fixed overall allocation (currently, for example, centre based youth work is a fixed 2 FTE per centre). Options would be explored for resources to be deployed from centres to other locations, through a 'hub and spoke' approach. The model includes Youth Engagement which aims to equip all young people to make informed decisions, to be advocates and agents for change.

Four approaches will be explored, particularly in relation to Centre Based Youth Work: staff secondment (current model); staff transfer; direct management in Surrey County Council; new organisation developed with staff – e.g. Trust, Mutual, Community Interest Company or a combination of these.

Key benefits

- Greater local ownership with flexibility to respond to local need and priorities.
- Joint commissioning with partners to reduce demand.
- Voluntary sector involvement, use of community assets and income generation.

29. Integrated Youth Support

Model description

This model delivers a range of key outcomes and develops employability skills for some of the most vulnerable young people in Surrey. It is delivered in-house by the successful Surrey Youth Support Service, which provides integrated support for young people who are NEET, children in need and those who have offended or are at risk of homelessness. The model employs a casework approach to supporting young people, developing positive relationships and addressing young people's barriers to participation. This often involves working closely with other partners to provide holistic support.

There will be increased joint working with other services, e.g. with Job Centre Plus in relation to support for young people who are NEET aged 18 to 19.

There will be an increased focus on quality of practice, partially for Ready for Work to improve outcomes for young people and greater flexibility as needs change.

Options for income generation would be explored, with a key focus on European Social Fund, Education Funding Agency and Social Enterprises.

Alternative delivery models would also be explored, alongside exploration of alternative models for SOLD and Centre Based Youth Work.

Key benefits

- Strengthen integration with the local early help offer and external partners.
- Opportunities for greater income generation.
- Opportunity to explore options for the development of an alternative vehicle.

Resources

Review and evaluation

30. The re-commissioned model will be subject to robust monitoring, review and evaluation through reports on each commission, linked through to reporting of key outcomes and other performance measures to Cabinet, Corporate Leadership Team, Children, Schools and Families Leadership Team, Children & Education Select Committee and the 14-19 Partnership. Quality will be assured through the extension of the National Youth Agency Quality Framework and links to Ofsted inspection frameworks.

CONSULTATION:

31. The development of the outcomes recommended in this report have involved wide engagement with young people, partners including the Voluntary Community and Faith Sector, schools, colleges, training providers, Health and Police and Employers.

RISK MANAGEMENT AND IMPLICATIONS:

32. The project has a risk register which has identified key risks. Mitigation factors have been regularly agreed. This will be reviewed by the Project Board.

Financial and Value for Money Implications

33. The recommissioning of service will provide an opportunity to address the savings included in the MTFP 2014-2019, embed flexibility in order to meet further changes in the financial outlook of the council and improve value for

money through partnership working, income generation and an emphasis on more local provision.

34. Options appraisals and business cases for the delivery of the four service areas outlined will be brought to Cabinet in September 2014 and include detailed financial appraisals. The financial and value for money implications will be considered in these business cases.

Section 151 Officer Commentary

35. This is an initial report seeking endorsement of the approach to re-commissioning many services delivered by Services for Young People from 2015. This follows the major commissioning exercise following the Public Value review through 2011 and 2012. There are no detailed financial implications to consider at this stage. The Re-commissioning exercise will provide an opportunity to deliver the £0.8m savings included in the MTFP 2014-19 for Services for Young People, as well as manage future demand.

36. There is a requirement for the commissioning models to be flexible in order to fit future resourcing levels. The business cases in September will consider the financial implications, both current and future.

Legal Implications – Monitoring Officer

37. There are no legal implementations arising from this report.

Equalities and Diversity

38. An initial assessment of equalities implications has been conducted. A full Equalities Impact Assessment will be completed for the options and recommendations in the report to Cabinet in September 2014.

Other Implications:

39. The County Council attaches great importance to being environmentally aware and tackling climate change. The proposals emphasise local provision, which reduce travel and support policies on cutting carbon emissions and tackling climate change.

Corporate Parenting/Looked After Children implications

40. Looked After Children are identified as a priority target group in the proposed outcomes framework. The current arrangements have seen free registration onto the Duke of Edinburgh's award for looked after children, and no 'in-county' children entering the criminal justice system for the last two years. There are also record low numbers of 16-19 care leavers that are NEET.

Safeguarding responsibilities for vulnerable children and adults implications

41. The proposals comply with the County Council's priority for safeguarding vulnerable children and young people.

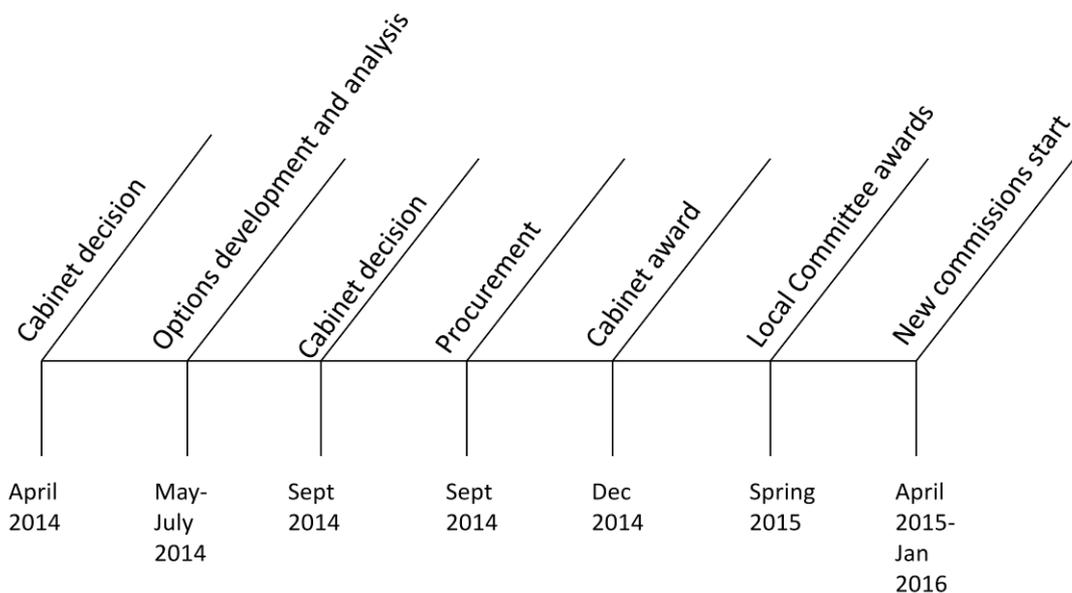
Public Health implications

42. The outcomes framework has been developed with the involvement of Public Health and reflects joint priorities in young people's health and well-being.

WHAT HAPPENS NEXT:

- 43. Further engagement from May to the end of July with partners, Local Committees and Youth Task Groups, other services in Surrey County Council, staff and young people will inform the development of business cases, subject to Cabinet agreement to the models and associated proposals set out in this paper. In particular agreement will be sought from Boroughs/Districts, Active Surrey, Public Health, Surrey Police and representative organisations of the Voluntary, Community and Faith sector for more integrated approaches to commissioning. Views will be sought from Local Committees on the proposals to increase delegation at Borough/District level in relation to early help for young people.
- 44. The Project Board will oversee the development of options and agree the final model with Children Schools and Families Directorate Leadership Team before returning to Cabinet in September 2014 with proposed options and business case. Thereafter, proposals will be sought from the market through procurement for the new models and additionally any service changes implemented.
- 45. Local commissioning would commence in September 2014, so that procurement processes are completed through Local Committee award of contracts by June 2015 giving three months lead in before new services are required from September 2015.
- 46. Further awards will be sought in December 2014 for county-wide contracts starting in April 2015. This timeframe will be reviewed and confirmed after the final selection of options.
- 47. Within the Pathways to Employability model, the commission which supports young people's progression from Year 11 to Year 12 concludes each December, with a new cohort of young people identified for a start in January. Therefore this commission will run through to December 2015, with new provider(s) taking on delivery from January 2016.

Next Steps:



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Consulted:

The development of this report has involved wide engagement of young people, partners including the voluntary, community and faith sector, schools, colleges, training providers, health organisations and employers.

Annexes:**Annexe 1: Surrey Young People's Outcomes Framework****Sources/background papers:**

- Reports to Cabinet on Services for Young People Transformation on 20 December 2011 and 18 December 2012.
- Select Committee 27 March 2014.

Surrey Young People's Outcomes Framework

Goal	Ref	Outcomes	Ref	Outputs
Employability for young people	1	Young people are equipped with the skills and attitudes to join the workforce	1.1	Sufficient, quality education and training post-16 provided
			1.2	Successful transition made to post-16 education, training and employment
			1.3	Employability skills, attitudes and behaviours developed
			1.4	Numeracy and literacy improved
			1.5	Increased experience of the workplace
	2	Young people are resilient	2.1	Physical wellbeing improved
			2.2	Emotional wellbeing improved
			2.3	Mental wellbeing improved
			2.4	Social wellbeing improved
	3	Young people are safe	3.1	Offending and anti-social behaviour prevented
			3.2	Reduced impact of offending
			3.3	Young people's safety in communities is improved
	4	Young people overcome barriers to employability	4.1	Young people prevented from becoming NEET
			4.2	Reduced number of young people who are NEET
			4.3	Homelessness prevented
4.4			Entry to the care system prevented	
4.5			Transport for young people is improved	
5	Young people make informed decisions	5.1	Informed decisions made about education, training and careers	
		5.2	Informed decisions made about leading a healthy lifestyle	
		5.3	Informed decisions made about use of free time	
		5.4	Informed decisions made about accessing services and support	
6	Young people are active members of their communities	6.1	Young people have positive role models	
		6.2	Participation in social action increased	
		6.3	Decision-making influenced by young people	
		6.4	Involvement in local democracy increased	

Target groups

Informed by our needs assessment, there are groups of young people for whom we particularly want to improve these outcomes and reduce inequalities.

These include:

- Young people with Special Educational Needs and Disabilities
- Young people who are looked after or care leavers
- Young people who are on child protection plans and children in need
- Young people who are identified as at risk of becoming NEET
- Young people who are parents
- Young people who have caring responsibilities
- Young people from the Gypsy, Roma and Traveller communities
- Young people who have offended
- Other young people who have protected characteristics (sexual orientation, age, gender, gender reassignment, race, and religion or belief) where this leads to them facing barriers to participation