



SURREY COUNTY COUNCIL

LOCAL COMMITTEE (GUILDFORD)

DATE: 25 JUNE 2014
LEAD OFFICER: GARATH SYMONDS, ASSISTANT DIRECTOR FOR YOUNG PEOPLE
SUBJECT: CREATING OPPORTUNITIES FOR YOUNG PEOPLE: LOCAL RE-COMMISSIONING FOR 2015 – 2020
DIVISION: ALL

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, all expiring in 2015.

This paper explores increased delegation of decision-making in relation to local 'early help' for young people, within the context of re-commissioning for 2015 to 2020.

RECOMMENDATIONS:

The Local Committee (Guildford) is asked to:

- (i) Support increased delegation of decision-making to include the current Centre Based Youth Work so that it can be re-commissioned alongside the current Local Prevention Framework.
- (ii) Agree that local priorities for the newly delegated commissions within Services for Young People will be decided by the Waverley Local Committee informed by the work of the constituted Youth Task Group.

REASONS FOR RECOMMENDATIONS:

This paper outlines plans to build on the successes of Services for Young People and proposes greater integration and working together for the commissioning of the Local Prevention Framework (LPF), Centre Based Youth Work (CBYW) and potentially other more integrated commissioning with partners such as Guildford Borough Council, Public Health, Surrey Police and Active Surrey. It explains how Services for Young People plan to achieve its overall goal of employability for all young people.

1. INTRODUCTION AND BACKGROUND:

Introduction and structure of report

1.1 This paper covers the achievements of Services for Young People; changes proposed for the next local commissioning cycle; and the strategy and commissioning intentions and refreshed outcomes framework for 2015 to 2020.

Commissioning approach in Services for Young People

1.2 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 2010-2011 and launched in 2012. Services for Young People have worked closely with our key partners and providers in securing the achievements highlighted in section two below.

2. ANALYSIS:

2.1 Achievements 2012 – 2014: Surrey

- 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.
- 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 to a 14% in England during the same period. 622 apprenticeships generated 16-19 year olds from April 2013 to end of February 2014.
- 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 that 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.
- Reduction in out-county placements in Independent Specialist Colleges from 126 to 90 in 3 years with reduced costs, equivalent to £2million saving, and improved outcomes.

2.2 Changes proposed for the next commissioning cycle

The Transformation of Services for Young People achieved significant success through the outcomes-focused approach to commissioning as demonstrated in section one. 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

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recommendations for adaptations to the model to respond to changes in need, policy context, young peoples' perspectives and learning from the evaluation of performance.

Whilst the evaluation of the current model highlighted significant successes and high levels of performance compared to other local authorities, it also sets 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.

2.3 Changing Needs

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 needs 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 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 neighbourhoods in which they live

2.4 Young People's Involvement

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 wellbeing; 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.

2.5 Financial Context

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, budget pressures are likely to remain 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 2011-2012 whilst achieving significantly improved outcomes. The scope for significant further savings is therefore limited.

2.6 Key Themes

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 Guildford Borough Council, 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.

Based on these drivers for change, the paper now sets out the proposed changes for the commissioning model for a further five year period, from 2015-2020.

2.7 National and Local Policy Context

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 (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.

The LPF is at the heart of SYP's commitment to localism and involves young people, elected members and wider community stakeholders in decision making in order to ensure local needs are met.

3. STRATEGY AND COMMISSIONING INTENTIONS:

3.1 Strategy

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 24th July 2012, Cabinet agreed the Young People's Employability Plan 2012-2017, 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.

3.2 Goal

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

3.3 Definition of Employability

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 life'. Our key measure of success will be full youth participation in education, training or employment with training age 19 by 2018.

3.4 Commissioning Intentions

Services for Young People's success has been achieved through using an outcome based commissioning approach. Commissioning intentions are developed which then in turn shape future commissioning. 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

3.5 Re-commissioning for 2015-2020

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 as **ANNEX 1**.

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 its 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 go to Cabinet in September 2014.

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 and Education select committee in July and to inform the development of the new operating models.

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. At a local level, delegated commissions will be overseen by Guildford Local Committee supported by the work of the Youth Task Group. Opportunities to align commissioning with key partners will be explored as part of this process. An invitation has been sent to the Chief Executive of Guildford Borough Council to explore opportunities for more aligned commissioning.

3.6 Pathways to Employment for all

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 includes development of local provision for young people with SEND, with integrated support across education, health and social care, as part of an integrated arrangement 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

3.7 Local Early Help for young people in need

This model proposes a local, integrated commissioning approach with the current CBYW and LPF resources, aligned with partner resources, to achieve outcomes for young people identified as local priorities. Priorities would be drawn from the Young Peoples' outcomes framework by the expanded Local Youth Task Group, working with partners. Agreements will be sought with key partners including Guildford Borough Council to align commissioning resources. This process could vary the allocation of resources between communities within a fixed overall allocation based on need (currently, for example, CBYW is a fixed 2FTE per centre which under this model could be flexed according to need).

A range of approaches are being explored, particularly in relation to CBYW, these include; 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 in Guildford
- Joint commissioning with partners to reduce demand
- Voluntary sector involvement, use of community assets and income generation
- More integrated work between LPF and CBYW to target local needs in local areas

3.8 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, 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. Proposed changes focus on increased joint working, quality of practice and options for income generation.

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.

4. CONSULTATIONS:

4.1 Young People's involvement

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 wellbeing; 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.

5. FINANCIAL AND VALUE FOR MONEY IMPLICATIONS:

5.1 The re-commissioning 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.

6. EQUALITIES AND DIVERSITY IMPLICATIONS:

6.1 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.

7. LOCALISM:

7.1 Local early help will be at the heart of SYP's commitment to localism and involves young people, elected members and wider stakeholders in decision making in order to ensure local needs are met.

8. OTHER IMPLICATIONS:

8.1 Public Health implications

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

8.2 Sustainability implications

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.

8.3 Corporate Parenting/Looked After Children implications

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.

8.4 Safeguarding responsibilities for vulnerable children and adults implications

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

9. CONCLUSION AND RECOMMENDATIONS:

9.1 Conclusion

Re-commissioning for 2015 is designed to bring greater localism and integration and therefore provide best value in delivering outcomes for young people.

9.2 Recommendation

The Local Committee (Guildford) is asked to:

- (i) Support increased delegation of decision-making to include the current Centre Based Youth Work so that it can be re-commissioned alongside the current Local Prevention Framework.
- (ii) Agree that local priorities for the newly delegated commissions within Services for Young People will be decided by the Waverley Local Committee informed by the work of the constituted Youth Task Group.

10. WHAT HAPPENS NEXT:

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 and Surrey Police for more integrated approaches to commissioning.

Following the Guildford Local Committee, the Youth Task Group will meet in the summer to review the local needs and identify local priorities from the Young People's Outcomes Framework. These local priorities will be used to inform the commissioning of local early help for young people in need.

A full business case will be brought to Cabinet for agreement in September 2014. Local commissioning would commence immediately thereafter, so that procurement processes are completed through award of contracts by 1/6/15. Giving three months

lead in before new services are required from 1/9/15. This timeframe will be reviewed and confirmed after the final selection of options for delivery of the models.

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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:

Creating Opportunities for Young People: Re-commissioning for 2015 – 2020

