

Agenda item:

Title of meeting:	Cabinet
Date of meeting:	6 th November 2014
Subject:	Future Commissioning of Youth Support Services
Report by:	Stephen Kitchman, Head of Children's Social Care & Safeguarding
Wards affected:	All
Key decision:	Yes
Full Council decision:	No

1. Executive Summary

- 1.1 The current Integrated Targeted Youth Support Service (ITYSS) provides holistic support to children and young people aged 9-18 who are demonstrating early signs of vulnerable risk taking behaviour and/or are at risk of achieving a range of poor outcomes. Risk factors include areas such as persistent absence from school, poor behaviour, offending, substance misuse, domestic abuse, mental health, sexual risk-taking behaviours, and medium/long term unemployment.
- 1.2 The current ITYSS model with a generic focus whilst having merits has not addressed the flow of vulnerable children and young people into Children's Social Care and numbers of young people Not in Education Employment or Training (NEET) which became a cause for concern during 2013/14
- 1.3 It is therefore proposed to consult with key stakeholders and young people through the Children's Trust Board and the Safer Portsmouth Partnership, to identify focussed youth support options to address the challenges young people face. Specific initiatives include:
 - a. *Youth Clubs* - Up-skilling staff employed by Housing to provide more 1:1 support.
 - b. *Further Education Provision* - Joint funding NEET advisors employed by colleges. The project will be funded by colleges, schools and the Local Authority. The full cost has yet to be determined but the LA will be expected to make a contribution, this could be in the region of an additional £40k. It is proposed that a pilot be established for 2015.

- c. *Troubled Families Programme* - Currently providing support to families with teenage children via a range of interventions including the Family Intervention Programme and Multi-Systemic Therapy. There are opportunities to widen the service eligibility criteria for Phase 2 from January 2015.
 - d. *Cities of Service* - Significant interest has been shown in mentoring of young people with evidence based interventions, through the use of volunteers. A pilot is underway at King Richard School.
 - e. *Voluntary Sector led initiatives* - Two bids submitted to the Youth Engagement Fund bid for the Portsmouth area have made it through to the next round. The Youth Engagement Fund will fund positive education and employment outcomes achieved by projects that support disadvantaged young people between the ages of 14 and 17 across areas of England. The focus is on reducing NEETs using Social Impact Bonds (SIBs) - during a three year programme, 2015 - 2018. A small number of further projects will also be supported. A contribution in the order of £40,000 per annum will be required.
 - f. *Schools* - Currently Schools are the main referrers into ITYSS. Secondary schools in total are currently receiving £2.7 million in Pupil Premium in addition to their pupil allocations, to improve the outcomes for young people on low incomes. The level of Pupil Premium funding increased by £35 this year from £900 to £935 for each eligible secondary-aged pupil. The Education Endowment Foundation provides advice to schools on the evidenced based interventions which can make a difference.
 - g. *Go for It Centre* - These premises are popular with young people offering anonymity and a range of focussed support and engagement services. In line with this the centre has received favourable comments by both Ofsted and Peer Review teams. It is proposed to consult widely with stakeholders with the aim of securing greater contributions to the running costs of the centre and greater usage by alternative service providers.
- 1.4 It is therefore proposed to end the current Integrated Targeted Youth Support Service (ITYSS) arrangements provided through a mix of in-house (covering the Central and South areas of Portsmouth) and externally delivered (North area of the City through Motiv8) provision.
- 1.5 It is not expected that future arrangements, with the exception of tracking capacity which will be transferred to Education, will involve PCC employed staff. Significant efficiency savings are therefore expected.

2. Purpose of Report

To seek agreement from Cabinet on the proposal to re-commission youth support services.

3. Recommendations

- I. That Cabinet approve the re-commissioning of the youth support arrangements as set out in paragraph 1.3;
- II. That Cabinet note that the externally provided part of the current ITYSS service configuration (currently provided by Motiv8) will not be renewed following the current contract termination date of the 31 December 2014, temporary extensions are to be agreed to ensure a managed transfer of young people to other services; and,
- III. That Cabinet delegate authority to the, Cabinet Member for Children & Education to approve, following consultation, proposals to meet the needs of vulnerable young people in the City.

4. Background

- 4.1 The Integrated Targeted Youth Support Service (ITYSS) was formed in October 2012 combining the Targeted Youth Support Service (prior to that the Connexions service) and the Preventing Youth Offending Project.
- 4.2 The service is delivered through a mix of in-house (covering the Central and South areas of Portsmouth) and externally delivered (North area of the City through Motiv8) provision and should be considered as two separate services although provision is fundamentally the same.
- 4.3 The contract with Motiv8 terminates automatically on the 31 December 2014 with no requirements for renewal or cost to PCC.

5. Alternative provision

- 5.1 The current ITYSS model with a generic focus, whilst having merits has not addressed the flow of vulnerable children and young people into Children's Social Care and numbers of young people Not in Education Employment or Training (NEET) became a cause for concern during 2013/14; as of September 2014 7.7% of young people are NEET in PCC against a South East authority average of 5.1%.
- 5.2 In addition there has been an increase in first time entrants to the youth justice system for the first quarter of 2014/15. Although the 3 year trend is decreasing we rank 6th highest out of 8 statistical neighbours in this area with a rate of 639 young people per 100,000 population compared to a statistical neighbour average of 568.
- 5.3 To achieve sustained impact of interventions it is recognised that work with young people and their families needs to take place simultaneously to help better

understand young people's needs as well as their family's ability to respond and meet these. In line with this more recently commissioned services, such as Multi-Systemic Therapy, focus on a whole systems approach to meeting need and this is the approach proposed within this paper to re-commissioning of the ITYSS service through a broad range of evidence based family interventions.

- 5.4 In reaching a decision for the proposed service change, the operational issue of managing the 400+ young people currently being supported through the ITYSS for who there may be a need for ongoing support needs to be considered. There are 7 key areas as set out in executive summary that are well positioned to support these young people.
- 5.5 A range of provision for young people is delivered via the Go for It Centre. These premises are popular and well used with approximately 300 young people using the centre each month; in line with this it has also received favourable comments by both Ofsted and Peer Review teams. The centre hosts a wide range of services for young people across Portsmouth, including housing, sexual health, employment/training, benefits, drug and alcohol counselling and general advice and signposting. After partner contributions, the rent costs stand at £25,062 per annum, the current agreement term ends on 31st January 2017, although notice can be given to shorten this. It is proposed to consult widely with stakeholders with the aim of securing increased contributions to the running costs of the centre and greater usage by alternative service providers.

6. Reasons for Recommendations

- 6.1. Given the declining resources available to the council, it is critical that resources are focused on maximum impact on children's outcomes at lowest cost.

7. Budget

- 7.1. The 2014/15 budget for the service after excluding the items proposed to be transferred to Education is £893k with the primary areas of expenditure being:
- £404k Internal Staff Payroll Costs (23.5 staff, 17.5fte).
 - £138k Motiv8 Contract covering the North of the City (£180 with £42k contribution from Community Safety).
 - £80k - Provision for caseload system costs including migration from Hampshire's systems
 - £113k net contribution towards Public Health and Community Safety services including teenage pregnancy, substance misuse and domestic abuse support advocate services.
 - £158k - All Other Costs - Examples include contributions to specialist service contracts (e.g. CAHMS, You Count service), staff training, travel and expenses

8. Communication

- 8.1. All young people and their families currently receiving a service from ITYSS will have clarity about their individual future support arrangements.
- 8.2. Treating all the ITYSS staff, both PCC and Motiv8, with respect and equality during this difficult period is of paramount importance. The service will be working with our Communications Team, HR and Motiv8 to agree communication for both services. The Head of Children's Social Care & Safeguarding has put in place a working group to oversee arrangements subject to members' decision.

9. Equality impact assessment (EIA)

- 9.1 This will be undertaken in line with proposed changes to current ITYSS service provision.

10. Legal Implications

- 10.1 The proposal set out in the recommendations involves the decommissioning of the ITYSS service in its current form as to both the externally and internally provided constituent elements of the service.
- 10.2 The direct award of an extension to the Motiv8 contract as proposed would be in breach of the competition requirements in the Council's Contracts Procedure Rules and the waiver of those requirements would need to be justified.
- 10.3 Members should be appraised as to what steps have been taken or will be taken to consult young people as service users on the proposal to decommission the service.
- 10.4 In reaching a decision on the proposals, members have a duty to have regard to the requirements of the Public Sector Equality Duty in accordance with the Equality Act 2010. It is strongly recommended that an Equalities Impact Assessment is carried out and presented to members.
- 10.5 It is recommended that, before reaching final decisions in connection with the proposals following consultation, the Cabinet Member for Children and Education receives legal advice in respect of the risks identified in S10 of this report.

11 Head of finance's comments

- 11.3 The proposals contained within this report seek to cease the provision of the non-statutory elements of the ITYSS service as part of the service's strategy for delivering a balanced budget for 2015-16 through the redistribution of the savings towards statutory safeguarding functions. The current budget for this service is £1.23m. The proposals contained within the report are estimated to deliver annual savings of £893k to the Children's Social Care Service. This would reduce to circa £800k if the contributions to the Further Education and Voluntary Sector initiatives referred to in paragraphs 1.3(b) and 1.3(e) are funded from these proposed savings.

- 11.4 Any delay in implementation will lead to the service being unable to deliver full in-year savings in 2015-16.
- 11.5 The report highlights the potential contractual and redundancy costs and associated with these decisions. The costs of redundancy would arise in 2014-15 if the service were able to complete the decommissioning process prior to 31 March 2015. At this stage it is not possible to quantify the cost of redundancies, which will be borne by the Council's MTRS reserve.
- 11.6 It should be noted that these proposals include a reduction in contributions to internal services of £113k, (primarily Public Health and Community Safety).

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Signed by:

Appendices:

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Appendix 1 - Decommissioning Option Appraisal	
Functions within ITYSS that are transferring to Education - Appendix 2	

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

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Signed by:

Appendix 1

Functions within ITYSS that are transferring to Education

The functions that are transferring from ITYSS to Education (and are outside of the proposed savings) in order that the Council can continue to meet its statutory duties in relation to the participation of young people in education and training are set out below. These functions cover careers guidance posts for vulnerable young people and the data tracking/business support posts that are involved in identifying and tracking young people who are at risk of becoming NEET (pre-16) and who are NEET (post-16).

Summary of statutory duties in relation to the participation of young people in education and training

- Secure sufficient suitable education and training provision for all young people aged 16 to 19 and for those up to age 25 with a learning difficulty assessment (LDA) or Education, Health and Care (EHC) plan in their area. To fulfil this, local authorities need to have a strategic overview of the provision available in their area and to identify and resolve gaps in provision.
- Make available to all young people aged 13-19 and to those up to age 25 with an LDA or EHC plan, support that will encourage, enable or assist them to participate in education or training.

Tracking young people's participation is a key element of these duties. Local authorities are required to collect information about all young people so that those who are not participating, or are NEET, can be identified and given support to re-engage. Robust tracking also provides the local authority with information that will help to ensure that suitable education and training provision is available and that resources can be targeted effectively.

- Local authorities must promote the effective participation in education and training of 16 and 17 year olds in their area with a view to ensuring that those persons fulfil the duty to participate in education or training. A key element of this is identifying the young people in their area who are covered by the duty to participate and encouraging them to find a suitable education or training place.

- Local authorities must make arrangements - i.e. maintain a tracking system - to identify 16 and 17 year olds who are not participating in education or training. Putting in place robust arrangements to identify young people who are not engaged in education or training or who have left provision enables local authorities to offer support as soon as possible.

The information collected must be in the format specified in the NCCIS Management Information Requirement. To meet this requirement, local authorities need to have arrangements in place to confirm all young people's current activity at regular intervals.

Every young person who reaches the age of 16 or 17 in any given academic year is entitled to an offer of a suitable place, by the end of September, to continue in education or training the following year. Local authorities are required to lead the September Guarantee process for:

- 16 year olds who are educated in their area; and
- 17 year olds who are resident in their area.