

<b>Committee</b>	Children and Young People Select Committee	Item No.	8
<b>Title</b>	Youth Services and Youth First		
<b>Wards</b>	All		
<b>Contributors</b>	Service Manager, CYP Joint Commissioning		
<b>Class</b>	Part 1	<b>Date</b>	17 October 18

## 1. Purpose of Paper

- 1.1. The purpose of the report is to advise and update Committee members of the current provision of youth services in Lewisham delivered by Youth First.

## 2. Recommendations

- 2.1. Members of the Committee are asked to note and comment on the information provided in the report

## 3. Policy Context

### National Context

- 3.1 Local authorities have a statutory duty to secure so far as is reasonably practicable sufficient educational and recreational leisure-time activities and sufficient facilities for such activities for young people aged 13 to 19, and those with learning difficulties to age 24, to improve their well-being (Section 507B of the Education Act 1996).

### Local Context

- 3.2 The youth service delivered by Youth First contributes towards the four key priority areas in the Lewisham Children and Young People's Plan 15-18:

- Build child and family resilience
- Be healthy and active
- Raise achievement and attainment
- Stay Safe

- 3.3 It also contributes to the following Corporate Priority outcomes:

- Healthy, active and enjoyable
- Community leadership and empowerment
- Young people's achievement and involvement
- Strengthening the local economy

- 3.4 The service within this paper contributes to the following Lewisham 2020 Priorities:

- Strengthening Community Input

And the following Corporate Priority outcomes:

- Community Leadership and empowerment
- Young people's achievement and involvement
- Safety, security and a visible presence

- Protection of children

#### **4. Background – Mutualisation Context**

- 4.1 As part of the Council's budget strategy for 2015-2018, the Mayor and Cabinet, on 11 February 2015, agreed budget reductions to the in-house youth service's direct budget totalling £1.4m. This included:
- Restructure of the service, including withdrawal of direct delivery at 2 sites
  - Reshaping of youth re-engagement services,
  - Re-specification of the NEET Programme
  - Agreement to voluntary sector commissioning for 2015-16.
- 4.2 These budget reductions were put in place in April 2015.
- 4.3 Further to this, officers developed options for consideration on the future of youth service delivery in Lewisham post 2015/16. On consideration of these options, Mayor and Cabinet instructed officers to develop a more detailed plan for a youth and employee led mutual youth service with the aim of developing a model which could both sustain service and generate further savings to the council. There was overwhelming (90%+) in-house employee support for mutualisation and employee ownership model.
- 4.4 A developed plan for a youth and employee-led mutual was presented to CYP Select Committee on 18 November 2015. A further paper responding to issues raised by Members at this stage, specifically in relation to lines of accountability, governance structures and how the mutual would work in partnership with existing providers or voluntary sector organisations, was then presented to Overview & Scrutiny Business Panel on 24 November 2015.
- 4.5 Following the presentation of the final report to Mayor & Cabinet in December 2015, the Mayor agreed the plan to run a 'mutuals only' tender process for the future delivery of the Youth Service under Regulation 77 of the Public Contracts Regulations 2015. It was also agreed that the Council's current Youth Service would bid for this contract and, if successful, would form a charitable Community Benefit Society (CBS) registered with the Financial Conduct Authority as its legal structure.
- 4.6 Following the Invitation to Tender, bids were received and evaluated on a mix of cost (against a maximum budget set by the Council) and quality, such as the type and scope of provision offered, the ability of tenderers to work in partnership across the borough to deliver activities and support wider objectives around early intervention and how they would involve young people in the design of the service. Tenderers were also expected to outline how they would achieve savings of at least £300k during the three year contract period.
- 4.7 The proposed successful tenderer, Youth First, was presented to Mayor and Cabinet on 1<sup>st</sup> June 2016 for agreement. The Mayor agreed to the award to Youth First. The service commenced on 1<sup>st</sup> September 2016 with a three year contract, ending on 31<sup>st</sup> August 2019.

#### **5. Youth Service Provision and the Youth First Offer**

- 5.1 Effective youth work helps young people to identify their social and development needs and involves them in shaping the services designed to meet those needs. This impacts on both their own skills and life chances in order to create a better future for themselves and their communities. The Youth First offer does this by building trusted relationships through

consistent contact and offering safe spaces within the borough. This in turn becomes a protective factor that can identify when things are going wrong for a young person and offer or broker the support to keep the young person safe and on track. The variety of activities on offer is the draw that encourages young people to attend sites and allows those trusted relationship to build.

- 5.2 Youth First provides Lewisham young people (for ages 8-19, up to 25 for young people with additional needs) with a universal open door youth offer of:
- Safe places to go
  - Fun things to do and learn
  - Help, support and early intervention from professional and passionate youth workers
- 5.3 This is delivered by over 50 directly employed Youth First staff working from 5 adventure playgrounds and 5 youth clubs leased from LBL:
- Riverside Youth Centre, Deptford
  - Bellingham Gateway Youth & Community Centre, Bellingham
  - Honor Oak Youth Club, Brockley
  - The New Generation Youth Centre (TNG), Sydenham
  - Woodpecker Youth Centre, New Cross
  - Deptford Adventure Playground, Deptford
  - Dumps Adventure Playground, Bellingham
  - Home Park Adventure Playground, Sydenham
  - Ladywell Adventure Playground, Ladywell
  - Honor Oak Adventure Playground, Brockley
- 5.4 More detailed information on Youth First delivery sites is available at their website: <https://www.youthfirst.org.uk/lewisham>
- 5.5 Youth First also delivers a wider offer through commissioning and subcontracting a range of local community groups, including:
- Youth clubs in other areas of the borough
  - Holiday Half Term Programmes
  - A football league
  - Training workshops about diversity, relationships and sex
  - Recording Studios and Open Mic Sessions
  - Workshops to empower young people with the skills and information to stay safe with a focus on tackling the causes of serious youth violence and knife carrying
  - Multi art workshops (dance, singing, drama, costume/scenery design)
  - An LGBT Youth Group
- 5.6 Youth First have developed strong partnerships across the children's workforce. This includes regular attendance by operations managers at a variety of panels such as the Serious Youth Violence Panel and the Early Help Panel and strong links with schools to impact on attendance (e.g. through a walking bus offer, sessions timed to work more seamlessly work with school timetables, the placement of youth workers in schools during lunchtimes, sessions ring fenced for certain schools specifically Abbey Manor and better means to quickly and directly share information with school staff).
- 5.7 In addition to their main contract and funded by Community Safety, Youth First have also developed and are delivering an offer for Year 7 pupils at Lewisham secondary schools called USSP (Universal Schools Safety Programmes) aimed at tackling knife crime, drugs, healthy relationships, grooming and online safety. This is delivered in

partnership with Lewisham Young People's Health and Wellbeing Service (provided by Compass).

## 6. Measuring the Impact of Youth First

6.1 The performance monitoring framework for youth services was developed with input from young people in Lewisham, and to meet strategic outcomes as set out in Lewisham's CYPP 2015-18:

- **Build resilience** – we want our children and young people to be resilient, knowing when and where to go for help and support when faced with challenges and adversities as they arise. We also want our parents and workforce to be equipped to identify and respond to presenting needs amongst children and young people, intervening early and preventing escalation wherever possible.
- **Be healthy and active** - we want our children, young people and their families to be healthy and active, confident and able to make healthy lifestyle choices and to have an understanding of how this can improve their development and wellbeing. We expect the Youth Service to reduce inequalities across our young person population
- **Raise achievement and attainment** - we want our children and young people to achieve highly, supported by the best education, employment and training opportunities. We will do this by promoting the highest aspirations and ambition for all our children and young people.
- **Stay safe** – as a partnership we will support the right of every child to live in a safe and secure environment, free from abuse, neglect and harm. The Lewisham Youth Service will have a responsibility to identify and protect children and young people at risk of harm and ensure that they feel safe.

6.2 Lewisham's aims for the youth service are:

- To encourage all young people in Lewisham to achieve the capabilities they need to become happy, healthy and fulfilled adults through the provision of a vibrant and diverse range of youth activities and spaces
- To support young people in Lewisham in need of extra help, to achieve the capabilities they need to become happy, healthy and fulfilled adults

Central to these aims is the development of key capabilities in young people. The capabilities below are those that we want the Youth Service to achieve for young people; we will measure the success of the Youth Service through the development of these capabilities:

- **Managing feelings** - Understanding their own feelings, and being able to regulate and reflect on them
- **Resilience and determination** - Feeling that they have a sense of purpose that motivates them and encourages resilience and determination
- **Confidence and aspiration** - Having high aspirations and confidence in their ability to achieve and make positive choices
- **Planning and problem solving** - Being able to plan and problem solve effectively, setting their own goals and analysing situations to reach their own judgements
- **Relationships and leadership** - Developing positive relationships, including the ability to empathise, accept differences and manage conflict successfully
- **Creativity** - Having an open mind towards new ideas so that they can imagine and develop new ways of doing things
- **Communication** - Being confident in expressing themselves in different ways, sharing their views and listening to others

6.3 In 2013/14, officers undertook extensive consultation with young people on our plans to re-shape the Youth Service and their priorities for the future service. This was built on in

2015 in response to proposals for further re-design of the service due to budget cuts. These priorities are summarised below:

- **Overall aims for the service** – Young people felt that the Youth Service should be focused on helping young people develop their life skills, aspirations and confidence, as well as broadening their horizons. In terms of what should be provided by the service, the most common requests from young people included an increase in music/dance/drama activities (75%); media activities (58%) and sports activities (54%). The majority of responses from young people (51% of responses) requested general, youth-led provision, with some requesting more community involvement. Some young people suggested finding an alternative provider that could offer training or other extracurricular activities whilst others suggested that the Youth Service should have better links with schools.
- **Good geographical spread of youth provision across the borough** – Many young people emphasised the importance of retaining strong local youth provision with a good geographical spread across the borough, in particular, safe, accessible spaces for all young people to access with skilled and consistent staff.
- **Maintaining and building on young people's relationships with youth workers** – Many young people emphasised the importance of developing strong, trusting and consistent relationships with youth workers over time. Several young people described this as the most important element of the Youth Service.
- **Better promotion and marketing** – The need for better communication and marketing of services for young people was highlighted during consultation, not only to increase the uptake of activities by young people, but also to counter any negative stereotyping of youth services and young people in general, and to better reflect the reality of the service and what it can offer.
- **Focus on young people in need of extra support** – Many young people felt there should be a focus on those with vulnerabilities within the service, in particular, those with disabilities who it was felt are under-catered for at present, but that the service should still be universal and accessible by all. Other vulnerable groups that young people felt should be catered for specifically included those at risk of being bullied, excluded or isolated and/or those who are not in education, employment or training.
- **Accessing opportunities across Lewisham and London** – Young people felt that the Youth Service should help young people to make the most of what Lewisham and London have to offer. Young people said they wanted more variety in terms of youth provision and many said they would be willing to travel across the borough to access better activities and opportunities. However, there were concerns about ensuring equal access for all young people, in particular for those with vulnerabilities, including disabilities, which might make travelling to activities more difficult. Young people said that those with disabilities should receive support to help them travel and access activities in different locations.

6.4 The performance monitoring framework for youth services is under constant review and development, is based on the logic model provided in Appendix A. Targets and service outcomes are being developed through the life of the new contract as service delivery models are established and embedded, and as outcomes measures are developed.

6.5 The main performance score card for 17/18 (academic year) is shown below:

Measurement	(2016/17)	2017/18				Total
		Q1 (Sept-Nov)	Q2 (Dec-Feb)	Q3 (Mar-May)	Q4 (Jun-Aug)	
Number of individuals accessing universal provision	1,663	1,598	1,874	2,354	3,283	5,109
Number of visits in total	39,145	15,067	13,134	17,698	26,467	83,671
Number of young people that attend youth provision 8 or more times in a term OR 24 times a year	614	574	545	690	918	1,607
Number of hours delivered across Adventure Playgrounds	6,050	2,100	1,216	1,108	1,828	6,252
Number of hours across designated Youth Centres	2,943	958	549	1,079	1,323	3,909
Number of hours total (incl commissioned and schools work)	13,974	3,830	2,598	3,236	4,267	13,931

- 6.6 5,109 YP accessed universal provision in 17/18, with increases in every quarter. This is a result of improved targeting of young people, parents and schools – both through advertising and activities offered, increased brand awareness, increased co-working with other providers and better reporting mechanisms
- 6.7 Importantly the number of YP that attended youth provision 8 or more times has increased significantly from Q1 to Q4. 918 YP attended 8 or more times in Q4. More regular attendance should mean more consistent contact and increased opportunities for positive youth work. New targets have been set based on achieving 10% growth overall, and by site, against the number of unique participants and regular attendance.
- 6.8 Recorded equalities data is shown below:

Individuals Accessing Universal Provision	(2016/17)	2017/18				Total	
		Q1 (Sept-Nov)	Q2 (Dec-Feb)	Q3 (Mar-May)	Q4 (Jun-Aug)		
Gender	Number of males	915	976	1,099	1,312	1,809	2,821
	Number of females	748	622	746	920	1,333	2,116
	Currently Unknown				122	141	171
Age	Between 8-11	693	581	533	747	1,325	1,799
	Between 12-15	699	680	632	743	1,020	1,566
	Between 16-18	182	204	199	235	307	477
	Over 18	89	329	481	64	65	141
Disability	TBC				565	566	1,125
	Physical impairment				16	20	27
	Sensory impairment				8	10	17
	Mental health condition				12	25	33
	Learning disability/difficulty				43	71	88
	Long-standing illness or health condition						
Ethnicity	White	504	537	467	587	798	1,267
	Black African/Black Caribbean/Black British	721	629	644	742	1,168	1,664
	Asian/Asian British	38	63	62	64	83	138
	Mixed/multiple ethnic	300	298	286	290	435	637
	Prefer not to say / unknown	100	72	413	671	799	1,402

- More males access Youth First services than females (2821:2116)
  - 8-11 is the most common age range accessing services (1799), followed by 12-15 year olds (1566)
  - Currently comparatively low numbers of 16-18 year olds (477) and 18 plus (141) access the service.
  - Black African/ Black Caribbean/Black British (1664) are the most commonly recorded ethnicities accessing provision; followed by white (1267)
- 6.9 Youth First delivery sites are by design in areas of high deprivation and as such more accessible by children and young people with a higher prevalence of associated vulnerabilities. A mapping exercise undertaken by Youth First shows delivery sites and the addresses of attendees directly corresponding with mapped deprivation as defined by both Indices of Multiple Deprivation (IMD) and the income deprivation affecting children index (IDACI). Whilst this does not demonstrate that those who attend have vulnerabilities, it does demonstrate that there is a high probability of correlation between home address and the prevalence of issues locally and that Youth First sites are best placed to serve these cohorts.

- 6.10 A challenge for youth services has been reporting on impact and outcomes that the service achieves for young people. This is a challenge more broadly across universal provision. In response to this challenge Youth First have recently appointed a new data and performance officer, and have commissioned independent evaluation to give a clearer review of the work they do (this reporting is expected at the end of November 2018).
- 6.11 A wide number of studies have demonstrated that youth work provision produces positive outcomes in the following areas:
- developing skills and competencies;
  - strengthening networks and social capital;
  - changing behaviours perceived as 'risky'
  - self-efficacy;
  - resilience;
  - communication skills;
  - confidence; and
  - social and interpersonal skills
- 6.12 Dunne et al (2014) also state that universal youth work can have positive outcomes in relation to :
- Educational attainment;
  - Employability;
  - Health and well-being.
- 6.13 The Youth Link Scotland 2016 report 'Social and economic value Scotland: initial assessment of youth work in Scotland' identified the following key effects that youth work impacts on. These are:
- Better literacy, numeracy and language development
  - Attaining qualifications
  - Engaged in education and learning
  - In employment or training
  - Positive health behaviours
  - Less offending
  - Less dependent on welfare
  - Positive parenting and relationships.
- 6.14 Qualitative case study evidence also demonstrates the importance of space, place and mobility in generating opportunities where young people can explore their identities and biographies in relation with others so that intercultural learning can take place and territorialism and sectarianism can be challenged
- 6.15 Two studies employing oral history methods (Arches & Fleming, 2007; Pears Foundation, 2009) revealed that participation in volunteering and community action through youth work generated learning, knowledge and skills that were still being utilised by participants decades on as older adults.
- 6.16 Youth First have produced a short film that attempts to capture the voice of the young people that use their service and demonstrate qualitative impact and value of their offer. The film is available at the link below: <https://youtu.be/Kz0pitzcWso>
- 6.17 A New Economics Foundation study (2011) found a return on investment for youth work across the UK in excess of £5 for every £1 spent.

6.18 Two of the most relevant and seemingly robust studies of invest to save potential of youth work are the evaluative SROI analysis of ‘Sunderland XL Youth Villages’ - a project delivering universal youth work - and an ‘Assessment of the economic value of youth work’ which focused on Ireland. The Sunderland report was assured by the SROI Network and found that for every pound spent a social value of between £3.06 and £6.83 was created.

## 7. Review of Early Help

7.1 There are two key drivers in the Early Help review: development of savings proposals for 19/20 and beyond, and the Children’s Social Care Improvement Programme (which links to the Ofsted findings of 2015 and the more recent focused Ofsted visit in September 2018).

7.2 A full review of Early Help (our approach to early intervention and prevention of escalation), and of the services provided to deliver this, is designed to reinvigorate a partnership vision for Lewisham, with shared outcomes and a collective delivery model to ensure that we work with children, young people and their families to improve outcomes and meet needs quickly so that problems do not escalate and eventually require specialist services.

7.3 The review is in its initial stages with a desktop review completed and a planned review as part of the London wide sector led peer review programme is due for completion by the end of 2018.

7.4 In order to fully realise the ambition of the Early Help review, officers are proposing to align the contracts of all key services providing early support and intervention. Youth First is one of these key providers. This will be the subject of a separate report to Mayor and Cabinet.

## 8. Financial Implications

8.1 The purpose of this report is to advise and update Committee members of the current provision of youth services in Lewisham delivered by Youth First. As such, there are no financial implications arising from the recommendation set out in paragraph 2.1.

8.2 The total value of the current Youth First contract is £8.728m over three years, broken down as follows:

Year 1: 09/16-08/17	Year 2: 09/17-08/18	Year 3: 09/18-09/19	TOTAL
£3.076m	£2.926m	£2.726m	£8.728m

8.3 Youth First has a dedicated team to grow income, with multiple grant applications submitted over 18/19. Future income is planned from three types of activity: new business, grant applications and traditional fundraising.

## 9. Legal Implications

9.1 Legal issues in relation to the Council’s duty as to youth provision are set out in the report.



- 9.2 The Council has a public sector equality duty (under the Equality Act 2010 (the Act)). It covers nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 9.3 In summary, the Council must, in the exercise of its functions, have due regard to the need to:
- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
  - advance equality of opportunity between people who share a protected characteristic and those who do not.
  - foster good relations between people who share a protected characteristic and those who do not.
- 9.4 The duty is a “have regard duty”, and the weight to be attached to it is a matter for the decision maker, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations.
- 9.5 The Equality and Human Rights Commission has issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled “Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice”. The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at: <http://www.equalityhumanrights.com/legal-and-policy/equality-act/equality-act-codes-of-practice-and-technical-guidance/>
- 9.6 The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:
- The essential guide to the public sector equality duty
  - Meeting the equality duty in policy and decision-making
  - Engagement and the equality duty
  - Equality objectives and the equality duty
  - Equality information and the equality duty
- 9.7 The ‘Essential guide’ provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at: <http://www.equalityhumanrights.com/advice-and-guidance/public-sector-equality-duty/guidance-on-the-equality-duty/>

## **10. Crime and Disorder Implications**

- 10.1 There are no Crime and Disorder implications arising from this report


## **11. Equalities Implications**

- 11.1 A full Equalities Analysis Assessment (EAA) was previously undertaken to ensure that proposals to mutualise the Youth Service did not discriminate or have an adverse effect on any protected characteristics within the local community.
- 11.2 This EAA found that, although there are risks involved in mutualisation, the impact of the proposals was likely to be largely positive as it will protect provision and increase opportunities for all young people and staff to participate in the decision-making process.
- 11.3 The Council's Equalities objectives were also addressed in the contract documentation and formed part of the criteria used in the tender evaluation. Specifically, bidders were asked to outline how they would meet the needs of all young people (including those who were vulnerable or required more targeted support) and ensure they provided equal access to provision.
- 11.4 Through performance monitoring, as set out in 6.8, officers track access to services and work with Youth First to ensure that the offer is fully accessible.

## **12. Environmental Implications**

- 12.1 There are no environmental implications arising from this report.

## Appendix A: Performance Framework

Inputs	Activities	Outputs	Expected Direction Of Travel	Capabilities	Outcomes
The costs, staff, materials and equipment needed	The types and range of activity delivered to achieve outcomes	<ul style="list-style-type: none"> <li>• <b>Number of individuals accessing universal provision</b></li> <li>• <b>Numbers of individuals accessing targeted provision</b></li> <li>• <b>Number of visits in total</b></li> <li>• <b>Number of young people that attend youth provision 3 or more times</b></li> <li>• <b>Number of young people that attend youth provision 5 or more times</b></li> <li>• <b>No of hours delivered across Adventure Playgrounds</b></li> <li>• <b>No of hours across designated Youth Centres</b></li> <li>• <b>% of targeted cohorts accessing youth provision</b></li> </ul>		<p>The capabilities young people will gain through the activity:</p> <ul style="list-style-type: none"> <li>▪ Managing feelings</li> <li>▪ Resilience and determination</li> <li>▪ Confidence and aspiration</li> <li>▪ Planning and problem solving</li> <li>▪ Relationships and leadership</li> <li>▪ Creativity</li> <li>▪ Communication</li> </ul>	<p>The difference the activity will make to young people:</p> <ul style="list-style-type: none"> <li>▪ Build resilience</li> <li>▪ Be healthy and active</li> <li>▪ Raise achievement and attainment</li> <li>▪ Stay safe</li> </ul>