

OPTIONS FOR YOUTH SUPPORT SERVICE FROM 2020

Cabinet Date	30 January 2019
Children & Young People	Cllr Richard Boyles
Key Decision	Yes
Background Documents	<p>Previous Cabinet decisions on commissioning youth support</p> <p>1. 2013: decision to award integrated youth support contract (for 3+2+2 years)</p> <p>2. 2015: exercised option to extend youth support contract to 2018</p> <p>3. 2017: exercised option to extend youth support contract to 2020</p>
Location/Contact for inspection of Background Documents	<p>http://glostext.gloucestershire.gov.uk/ieDecisionDetails.aspx?Id=317</p> <p>http://glostext.gloucestershire.gov.uk/documents/g7895/Decisions%20Wednesday%2022-Jul-2015%2010.00%20Cabinet.pdf?T=2</p> <p>http://glostext.gloucestershire.gov.uk/ieListDocuments.aspx?CId=117&Mid=8409&Ver=4</p>
Main Consultees	Other local and national commissioners, contracted partners, staff
Planned Dates	<p>Implementation of social care recommendation in FY 2019 with youth support from FY2020 onwards</p> <p>Prospects and GCC staff will be fully consulted on any proposed staff or service reconfiguration.</p>
Divisional Councillor	All
Officer	<p>Wendy Williams</p> <p>Assistant Director for Integrated Children and Families Commissioning</p> <p>Tel: 01452 328526 Email: wendy.williams3@gloucestershire.gov.uk</p>

<p>Purpose of Report</p>	<p>To set out proposals to bringing in house the management of Children-in-Care and Care Leavers in 2019 and for arrangements for Youth support services for April 2020 and beyond.</p> <p>The current Gloucestershire integrated Youth support service, known as the Youth Support Team (YST), is managed by Prospects Services (Shaw Trust) on a contract to March 2020 at £5.4million per annum. It includes:</p> <ul style="list-style-type: none"> A. a wide range of statutory and other Youth support functions, including Youth offending, NEET and wrap-around services for care leavers, delivered by Prospects staff with other professionals seconded from Health and Police. B. statutory Social Care and case management for 11-24 Children in Care and Care Leavers, delivered by council-employed Social workers under Prospects management.
<p>Recommendations</p>	<p>That the Cabinet authorises the Director for Children’s Services, in consultation with the Lead Cabinet Member Children and Young People to:</p> <ol style="list-style-type: none"> 1. arrange to bring in house the management of statutory Social Care and case management for 11-24 Children in Care and Care Leavers before April 2020; 2. identify the range of services for other Youth support and wrap around services and to vary the existing contract with Prospects for such services for one year from April 2020 to March 2021; 3. undertake a redesign of these Youth support and wrap-around services, followed by recommissioning by April 2021.
<p>Reasons for recommendations</p>	<p>The recommendation to insource the management of 11-24 children in care and care leavers before April 2020 is based on the reasoning in paragraphs 2.1 to 2.7 supporting the closer alignment of all aspects of children’s social care on the continuing improvement journey post-Ofsted.</p> <p>The recommendations to vary the existing contract with Prospects for the other youth support and wrap-around services for one year from April 2020, with a redesign followed by retendering or insourcing, is based on reasoning in paragraphs 3.1 to 4.2, supporting continued integration and giving time to restructure services to meet emerging needs.</p> <p>There is an urgent need for a direct award, to support continuity of staff and to further enable delivery of the Sufficiency Strategy, both of which are critical to the current Improvement journey that the GCC is on pending Ofsted Inspection in 2019.</p>
<p>Resource Implications</p>	<p>The December forecast for Children & Families services shows an over-spend of £10.57 million before one-off income is applied. The over-spend includes a £6.23 million variance on external placements within which supported living placements for older teenagers accounts for £2.8 million of this total. There is also a £0.88 million over-spend on young people’s support</p>

services due to a number of complex cases and the cost of agency staff covering vacancies. Although additional funding has been proposed, further efficiencies will be required to bring this budget back into balance during 2019/20.

The budget for the 11-24 children-in-care and care-leaver function is held by Gloucestershire County Council (£4.3 million), but it is managed by Prospects Services. The TUPE transfer of the management of these functions to GCC would involve potentially 8 FTEs with minimal additional cost to the Authority which could be absorbed within current resources.

The cost or efficiencies from insourcing or the retendering of YST will depend on the redesign of the service but the potential TUPE of staff will need to account for pensions, support services and ICT equipment required. This cost would be assessed as part of the redesign work and included in any final decision.

Some extra-contract services delivered by the YST and currently funded by grants from outside bodies may be at risk if the Council were unable to attract equivalent support. The Council have been in consultation with funders to mitigate this risk of grant loss.

MAIN REPORT CONTENTS

1. Background

1.1 Prospects has been a corporate partner for the Council since 2008 in discharging our duties to, and fulfilling the aspirations of, vulnerable young people – across **youth justice, education, training & employment, health and social care**. The council's relationship with Prospects is managed through a mix of contract management, In-Phase KPI reporting, senior leadership team participation, specialist governance (e.g. for Safeguarding, Youth Justice, Substance Misuse) and political scrutiny.

1.2 The context of this from 2011 to 2016 was one of cost reduction, where agile business modelling and lean management helped save £3.7m in 2013-14, and where functions have been added and costs reduced ever since. From 2016, Prospects has increasingly focused on quality of practice, co-developing new intellectual property for Innovations, Restorative Justice, BASE and IRIS, and sharing its embedded leadership skills in practice improvement.

1.3 The current £5.4m pa youth support contract with Prospects (now part of the Shaw Trust) expires in March 2020. It includes – alongside a whole range of directly delivered Youth support – the management of services for Children in Care (CiC) aged 11-17, Unaccompanied Asylum Seeking Children (UASC), homeless 16/17s (Southwark) care entry, and support for Care Leavers (CL) aged 18-24. To do this Prospects combines the casework function – **managing about 70 GCC social workers** – with information, advice & guidance (IAG) and wrap-around provision from their own staff and seconded specialists. This integration is important for young people's long-term outcomes in terms of **education, employment and training, physical & mental health, sexual health and teenage pregnancy, substance misuse, diversion from crime, housing, life skills, resilience & independence**.

1.4 In the light of the changed landscape after our Ofsted inspection in 2017, and with input from improvement partners (such as the Department for Education and Essex County Council), the care journey for children and adolescents in Gloucestershire has been thoroughly reviewed. The current consensus is that we would do best by our most vulnerable adolescents to **offer a unified children's social care service with seamless provision** from 'contact' to 'care proceedings' to 'being in care' to 'care leaving'.

1.5 This paper therefore recommends bringing the management of adolescent Social Care services in house before the expiry of the contract. It also makes a recommendation for the remaining functions, currently delivered within youth support by **151 Prospects staff**, at the end of the contract in March 2020.

2. Insourcing the management of statutory Social Care and case management for 11-24 Children in Care and Care Leavers in house before April 2020.

2.1 There are several reasons why insourcing the management of the 11-24 children-in-care and care-leaver function before April 2020 might be a good idea, across the domains of **risk, demand and cost management**.

2.2 There is the **risk** that a full Ofsted ILACS inspection, due in Autumn 2019, might find that Gloucestershire's children's services leadership and practice are not showing

improvement or capacity to improve at the required pace across all interlocking areas. Since Ofsted, the Council has invested in improvements in practice quality across the whole Children's Services system from protection to care planning to placements, with restructuring and upskilling of **all Social work teams, whether managed by GCC or by Prospects**. Gloucestershire's Care Leaver offer is now also being strengthened to meet national requirements and local partner aspirations on corporate parenting.

2.4 In terms of **demand** management, the YST has been able to keep Youth custody and post-16 Southwark entries (The Southwark judgement 2009 sets out the responsibilities of Housing and Children's services, in relation to 16-17year olds who present to a LA as homeless) are low (in FY2018 Qs1&2 there were none of the latter), but witnessed a rapid growth in other adolescents coming into care, both through legacy (pre-11 care) and late entry decisions by child protection teams/courts. Though the YST's Fast Track, Liaison & Diversion, Crime Prevention and Restorative Justice approaches keep most adolescent service users at early help level (with health/family/housing liaison and wrap-around to avoid escalation/criminalisation/care entry/homelessness), rising care numbers overall (doubling since 2013) have stretched capacity to respond with good quality practice and consistent management oversight.

2.6 With regard to **cost** control, the overall costs for young people in care have escalated sharply. Placement costs are outside of Prospects' contractual remit, being mostly the result of panel decisions, but the growth in care numbers also has a knock-on effect on care leavers. Meanwhile, the management responsibilities transferred by contract to the provider have had costs fixed over the contract term, and have perhaps not been flexible enough or sufficient to meet the rising demand.

2.7 For these reasons, it makes sense not only to bring the management of statutory Social Care for Children in Care and Care Leavers in house, but to **do this as soon as practicable** following Cabinet decision – in preference to waiting until the expiry of the current contract in March 2020. The transition would involve TUPE transfer for the small number of Social Care managers and administrators who are currently employed by Prospects, but the 70 Social workers are council-employed staff and the budgets supporting them have remained within the Council and not been part of the contract. Protocols would be put in place for Children in Care and Care Leavers to access wrap-around services once the case management function moved in house.

3. Making a direct contract award to Prospects for the other youth support and wrap-around services for one year from April 2020 to March 2021.

3.1 Having integrated teams managed across professional disciplines has been important for young people's long-term outcomes, whatever the initial support need. The Youth Support Team approach combines seconded professionals from Health and Police, and an experienced and stable team of Prospects specialists in engagement, IAG, NEET, Youth Justice, substance misuse, Housing, Youth work and outdoor education. And this wrap-around of services has also supported young people in care and Care Leavers, all the way to care leaver independence at 25.

3.2 These functions within Youth support are also part of a wider system of commissioned and in-house public services in Early Help, Targeted Intervention and specialist service for children, young people and families, and this **wider system is currently being reviewed** in the light of changing needs, cost pressures and available resources. In early 2019, the Overview and Scrutiny Committee for Children and Families will also be undertaking a review of Youth Strategy in Gloucestershire. Both of these will need significant stakeholder engagement, development and consultation periods.

3.3 In this context, an interim direct contract award to Prospects for one year from April 2020 to March 2021 would **support continuity** in the short term for **high profile services** such as youth offending, NEET, substance misuse and wrap-around for Children in Care and Care Leavers, where we would want to avoid any slippage in performance. It would also give adequate space for the remodelling of wider service offers, with a thorough redesign of Youth support, along a timeline appropriate to retendering or insourcing, for transition to the new service at the end of the interim period.

The proposed changes will involve a variation to Prospects existing contract which is due to expire on 31 March 2020. The proposed variation will allow for:

- the statutory elements of the service mentioned above to be taken in house and managed by the Council and
- extend the revised service for a further year between 1 April 2020 and 31 March 2021.

The proposed variation will enable the Council to have sufficient time to review the current service delivery and reach a decision on future service delivery beyond 2021. The proposed variation will not alter the overall nature of the contract other than to insource the statutory elements of the service and there is no increase in the value of the original contract

4. Undertaking a redesign of Youth support and wrap-around services, followed by retendering or insourcing in April 2021.

4.1 This redesign would lead to proposals, for either insourcing or retendering the reshaped services, which would need to return to Cabinet. In either case, the period from now until March 2021 is the minimum timeframe necessary for completing a redesign, planning and implementing changes in specification, resourcing, service transfers, TUPE for all currently contracted staff, and securing new secondment arrangements. It would also give time to the council to attract support for those extra-contract services currently delivered by Prospects but funded from grants by outside bodies.

4.2 The cost of retendering or insourcing of Youth support will depend on the redesign of the service but the TUPE of staff will need to account for higher pensions, support services and the ICT equipment and systems required. As suggested, management costs might need to rise to ensure capacity for further social care improvements. These cost would need to be assessed as part of the redesign work and included in any final decision.

5. Risk Assessment

5.1 There is a risk of performance slippage in the final year of the current contract, and in the proposed direct award year from 2020 to 2021, though we would mitigate this by carefully planning and negotiating effective arrangements for operational continuity, transitions, staff changes and vacancy management.

5.2 However, the recommendations seek to mitigate both strategic and operational risks by moving swiftly on insourcing the highest priority services (management of children in care and care leavers), while supporting continued provision of well performing and well integrated other services for a defined interim period. Though a one-year direct award might affect the stability of delivery, it would give scope than other options for a better formulation of systemic youth support in the future.

6. Officer Advice

6.1 This proposal mitigates both strategic and operational risks by moving swiftly on insourcing the highest priority services (management of children-in-care and care-leavers), while supporting continued provision of well performing and well integrated other services for a defined interim period. Though a one-year direct award might affect the stability of delivery, it would give scope for a better formulation of systemic youth support in the future.

7. Equalities considerations

7.1 Commissioned and in-house youth support and adolescent social care teams will continue to work with the current service user group of young people aged 10-24 in line with our Public Sector Equalities Duty. Young people will be engaged on any proposed service changes.

7.2 Cabinet Members should read and consider the Due Regard Statement in order to satisfy themselves as decision makers that due regard has been given.

8. Consultation feedback and plans

8.1 The council's commissioning partners in Health, Policing and Youth Justice have already been engaged in early discussions about the future of Youth support within the wider system of Early Help services to children, young people and families.

8.2 They will continue to be engaged on potential changes of leadership and management, and on any proposed service changes. Partners who second staff into the youth support service will also be engaged on staff transfers.

8.3 Prospects and GCC staff will be fully consulted on any proposed staff or service changes.

9. Performance Management/Follow-up

9.1 Latest performance information on services under contract with Prospects: 2018 data shows 234 referrals into the service in Quarter 2, a youth support caseload of 758, and a care

caseload of 631. Sample caseloads are: 440 for NEET; 156 for liaison and diversion; 225 for early help youth work; 46 for youth justice; 19 for homelessness; 52 for substance misuse treatment; 290 children in care; 341 care leavers; 10 in IRIS; 286 in D of E Award activities; 176 going missing (with 88% missing CiC having a Return Interview). 94% young people are satisfied and would recommend the service to a friend.

9.2 Youth Justice further Q1 decrease in rates of *First Time Entrants* (FTE) and use of *Custody* - below SW and National. Slight improvement in *Reoffending* rate. Growing use of 'Children First' *Youth Restorative Interventions* as successful alternative to criminal sanctions.

9.3 NEET (16-17s): Over 95% of young people of academic age 16 & 17 have a September Guarantee education destination, and the overall NEET rate reached 1.3% in September 2018, performing well against national comparators. The NEET cohort has well-understood vulnerabilities (e.g. parenting babies, health problems) that are being addressed.

9.4 Early Help: Young people, including those with SEND, at risk of family breakdown, going missing, sexual exploitation, abuse, gang affiliation, ASB and other harms, referred for individual, group and activity education on keeping safe, anger management, sexuality and health issues, coping with adversity and re-engagement in education or training.

9.5 Health & Substance Misuse: data for 2017/18 shows nearly 90% young people finishing treatment in a planned way, with very few representations.

9.6 Housing, UASC & Southwark: returning home and housing interventions in Qs 1&2 meant that not one homeless 16/17 year-old had to come into care.

9.7 Children in Care (11-17) & Care Leavers (18-24): Q2 data shows CiC over target on up-to-date plans, ETE and suitable accommodation; CL Pathway Plan completion is good, but suitable accommodation and ETE are below target.

9.8 Performance is monitored through a variety of local and national mechanisms, from real time data on Liquid Logic, monthly reporting on the council's In-Phase PMS, quarterly contract management reports and meetings, and involvement in wider children's services quality and improvement initiatives. Additional accountabilities are to our Youth Justice Partnership Board and YJB/MoJ, to DfE CCIS on reporting destination and NEET data, and to PHE on substance misuse treatment.

Report Title	Youth Support Options for 2020
Statutory Authority	Gloucestershire County Council
County Council policy	Council Strategy
Resource Implications	<p>The December forecast for Children & Families services shows an over-spend of £10.57 million before one-off income is applied. The over-spend includes a £6.23 million variance on external placements within which supported living placements for older teenagers accounts for £2.8 million of this total. There is also a £0.88 million over-spend on young people's support services due to a number of complex cases and the cost of agency staff covering vacancies. Although additional funding has been proposed, further efficiencies will be required to bring this budget back into balance during 2019/20.</p> <p>The budget for the 11-24 children-in-care and care-leaver function is held by Gloucestershire County Council (£4.3 million), but it is managed by Prospects Services. The TUPE transfer of the management of these functions to GCC would involve potentially 8 FTEs with minimal additional cost to the Authority which could be absorbed within current resources.</p> <p>The cost or efficiencies from insourcing or the retendering of YST will depend on the redesign of the service but the potential TUPE of staff will need to account for pensions, support services and ICT equipment required. This cost would be assessed as part of the redesign work and included in any final decision.</p> <p>Some extra-contract services delivered by the YST and currently funded by grants from outside bodies may be at risk if the Council were unable to attract equivalent support. The Council have been in consultation with funders to mitigate this risk of grant loss.</p>
Sustainability checklist:	
Partnerships	Consultation planned
Decision Making and Involvement	Health and Police also make investment decisions on supporting young people
Economy and Employment	Youth employment (18-24) affected by service performance as well as wider economy.
Caring for people	Neutral
Social Value	Neutral
Built Environment	Neutral
Natural Environment, incl.	Neutral

Ecology (Biodiversity)	
Education and Information	Education outcomes for 16-24s affected by service performance, especially on children in care and care leavers
Tackling Climate Change	Carbon Emissions Implications? Neutral Vulnerable to climate change? Maybe
Due Regard Statement	Has a Due Regard Statement been completed? Yes Yes - considerations included in main body of report A copy of the full Due Regard Statement can be accessed on GLOSTEXT via http://glostext.gloucestershire.gov.uk/uuCoverPage.aspx?bcr=1 Alternatively a hard copy is available for inspection from Jo Moore, Democratic Services Unit, e-mail: jo.moore@gloucestershire.gov.uk .
Human rights Implications	
Consultation Arrangements	Partners, providers, staff and young people will be consulted.