

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Lead Member For Children's Services
Date:	29 July 2011
Title:	Youth Support Services Part B: The Redesign of Youth Support Services
Reference:	2993
Report From:	Director of Children's Services

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1. Executive Summary

- 1.1. The purpose of this paper is to confirm the redesign of Hampshire Youth Support Services in order to secure the best mix of services for the future and to achieve the required savings.
- 1.2. This decision takes place in the context of the government's Comprehensive Spending Review and local government settlement which, building on recent Department for Education grant reductions, require the Children's Services Department to achieve further savings of £18 million by the start of the financial year 2012/13. In light of an established framework of principles for dealing with these significant financial changes brought about by the government's deficit reduction programme and after taking account of ring fenced budgets that are to protect the most vulnerable children, there is a limited range of services against which savings of this magnitude can be achieved.
- 1.3. In the budget strategy paper of January 2011, the Executive Lead Member for Children's Services set a savings target of £4m for youth services. This was in addition to savings of £1m that were that were agreed in July 2010 as part of the measures to achieve urgent in-year savings in 2010/11 to respond to the requirements of the Government's emergency budget. Of this £4m, £1.2m would be achieved in 2011/12 and the remaining additional £2.8m from 2012/13 onwards. This strategy was affirmed in the full County Council budget strategy, "Tough Decisions for Tough Times", and reviewed by the Children's Services Select Committee. The saving was commensurate with the overall budget challenge explained in 1.2 above. It also reflected a general awareness that the Youth Support Service needed to be re-shaped in order to target the most vulnerable, maintain youth work by embracing the Government's 'Big Society' ideas and respond to the legislative changes

pertaining to the statutory responsibility to provide Careers Guidance in the future. Within these overall changes there was an opportunity to realise significant savings. Further, these savings could be made by prioritising and targeting services for the most vulnerable young people and supporting continuing youth work across the voluntary sector within local communities across Hampshire while placing more universal services on an increasingly voluntary footing.

1.4. The original proposals have been subject to scrutiny and debate, particularly amongst young people themselves. The proposals have been closely reviewed in preparation for this decision in the light of that debate and further to the outcomes of an extensive consultation exercise (as outlined in more detail in a separate report to this agenda). The proposals, further to the consultation, have been modified but retain their overall shape. They include:

- Establishing new and innovative ways of working with the voluntary sector. We would invest £1.8million to the voluntary and independent sector to provide local projects and services which will be steered by the Local Children's Partnerships These services would retain a focus on young people who are the most vulnerable but will also retain some open access provision where viable and appropriate from which targeted services will also be delivered..
- The introduction of 12 Community Development Facilitators across the county to assist the voluntary sector in setting up provision for young people. These facilitators would also work with other community groups and offer supervision and advice in enabling volunteers to develop local youth support services.
- The retention and development by Hampshire Children's Services Department of directly provided targeted youth support through teams that would focus on defined groups of young people in greatest need, including: children in care aged 16+ who would be provided with a personal advisor to work alongside the social worker; all care leavers and those young people with Special Educational Needs who require preparation and support with transition post 16. The service would also work with local agencies and partners to provide a seamless service for other vulnerable young people with additional needs as outlined in 8.2 of this report.
- The creation of a specialist careers advice and guidance through to September 2012 in order to prepare that to be a wholly sold service in readiness for the forthcoming legislative changes. Schools and colleges would be able to purchase this service once the statutory responsibility to provide Careers Advice moves to them from September 2012.
- The retention of a number of buildings and resources that would be for the use of projects to support young people across the county.
- The outdoor education team will remain as it is.

- 1.5. It is recommended that the Executive Lead Member for Children's Services should:
- 1.6. Note and agree the content of this report;
- 1.7. Note the financial context for this decision as defined by the 'Children's Services Department Revenue Budget 2011/12' agreed by the Executive Lead Member 28 January 2011 including the framework of principles re-affirmed in that report as a basis for guiding strategic budgetary decisions for the department;
- 1.8. Note the decision of the full meeting of Hampshire County Council on 24 February 2011 which set the budget for the Local Authority as outlined in the budget statement "Tough Times require Tough Decisions";
- 1.9. Note the range of consultation responses as evidenced in the attached report 'A' and also note the extent of effort by officers and members at all levels to seek out and consider comments and views;
- 1.10. Agree the revised proposals as outlined within this report for the redesign of Youth Support Services in Hampshire in order to secure the future of such activities and achieve the savings required, whilst protecting the capacity to continue to service the needs of the most vulnerable young people across the whole of the county and sustaining the provision that supports all young people but targets those in need and especially the most vulnerable.
- 1.11. Agree that the change programme should include the development of a sold service for Careers Guidance to educational establishments across Hampshire.
- 1.12. Require the Director of Children's Services to implement the necessary programme of change
- 1.13. Emphasise that the programme of change should pay particular regard to the support of and communication with affected staff, partners and young people.

2. Contextual information

- 2.1. There are, in essence, two aspects to the youth services which are directly affected by this report. They are: the traditional youth services, mostly directly provided by the local authority, covering a range of non-statutory activities and interventions for a wide range of young people with varying levels and complexities of need; and careers and guidance services encompassed by Connexions. Like all authorities, Hampshire's strategic approach has been heavily constrained by a lack of coherence in national strategy. This national context includes a significant overlap between the role and purpose of Connexions with other youth services together with a historical struggle to grapple with the way youth service resources can or should be distributed effectively according to need. This remains, nominally at least, a universal service which in theory should be accessible to any young person who wants engagement or support and indeed many young people with a low level of genuine need are able to access that support, which is provided by a dedicated and committed workforce through a variety of settings. However, the absence of effective performance frameworks has

contributed to a position whereby some young people in higher levels of need may struggle to access support according to geography or other circumstances while others with low need can do so. This position is generally unsustainable but the current financial challenges bring the issue to sharp and immediate focus. It should also be borne in mind that there remains a substantial framework of other public services which are a crucial dimension of the support to young people and which are not the subject of this report. These range from the universal and specialist health and education services through to the highly targeted social service interventions for care and protection. This framework of services is of a very high and consistent standard in Hampshire and connects well through the Hampshire Children's Trust. Examples of services to support young people that are unaffected by this report include Outdoor Education, outdoor activity centres, eg, Calshot, Aiming High funding, Hampshire Music Service, projects funded by the Children's Services integrated grant and the Youth Justice Service.

- 2.2. The Connexions service was transferred from South Central Connexions in to the Local Authority on 1 April 2008 when central government decided the grant funding and commissioning responsibilities for this service should be routed through the Local Authority. The transfer concluded in a very detailed business model being approved by the Executive Lead Member for Children's Services at that time. The model involved the transfer of the Connexions service in-house to the local authority and some initial steps to address the overlaps in provision and strategy referred to above.
- 2.3. Youth Work at this time had moved from a generic open-access provision to a position of increasingly targeting more vulnerable young people. Projects developed across the County based on locally identified needs.
- 2.4. Subsequently the Children's Services Department has been taking incremental steps to further integrate this work and provide a more holistic service to young people. Although the services had worked closely together there was an inevitable duplication in working with the same vulnerable young people. The services integrated more fully in July 2010 and became known as the Integrated Youth Support Service. The service was managed within the Children and Families Branch of the Children's Services Department.
- 2.5. The total budget for direct revenue spending on Connexions and Youth Teams in 2010/11 was £10.8m with £6.9m in the Connexions Teams, £3.5m in the Youth Teams and administrative support across the service of £0.4m. This was funded through the overall Children's Services revenue stream including the Connexions element of the Area Based Grant.
- 2.6. The Financial Context and Decisions

All parts of the public sector are facing challenging times in the light of the government's determination to reduce the national deficit as outlined in the Comprehensive Spending Review published in November 2010. However, for Children's Services Departments nationally there are two particular dimensions to the deficit reduction programme which have been particularly challenging. Firstly, Children's Services were the only council services to be

hit significantly in revenue terms by the emergency budget of June 2010. The effect of these changes has been to accelerate the need for Children's Services to redesign all aspects of their spending subsequently. Secondly, and linked to that first dimension, it is arguable that the combined factors of the relative financial protection that has been afforded to schools and the historical complexity of the various grant funding mechanisms for other Children's Services that grew incrementally in the past decade, have together served to create a more severe set of budget challenges in this area. This summary analysis of the particular pressure on Children's Services appears to be shared across the country, although there will of course be local variations of circumstances and responses.

- 2.7. In July 2010 the Executive Lead Member for Children's Services agreed a package of urgent in-year savings to respond to the requirements of the Government's emergency budget. Those savings included the withdrawal of £6.2 million from the department's revenue budgets and included the loss of over 25% of all senior management posts as part of a reduction of 185 whole time equivalent posts. Youth Support Services contributed to this initial stage and £1m savings were secured by a reduction in frontline managers and 25 voluntary redundancies of practitioners across the service.
- 2.8. Crucially, a framework set of principles was agreed by the Executive Lead Member as a basis for that and subsequent strategic budget decisions. These principles remain key and valid and are therefore set out below:
- Maintaining a safe social care system that continues to balance risks between the protection of children and providing support to families in need;
 - Retaining sufficient management capacity to lead and improve the school system across the county;
 - Reducing management posts where possible and acceptance of greater breadth of responsibilities and wider managements spans of control;
 - Tightly targeting the more limited resources according to need, whether that be support to schools or support to vulnerable children and families;
 - Reductions to direct service delivery have been minimised and where these have occurred they have been in the few remaining local authority services that are supporting 'universal' provision;
 - Maintaining the overall structural integrity of the department and its capacity to deliver the essential control support functions, without which the staff who deliver services directly would be unable to do their jobs.
- 2.9. On 28 January 2011 the Executive Lead Member for Children's Services formally decided his budget for the financial year 2011/12. This had proved to be the most challenging budget setting exercise for reasons referred to in paragraph 2.6 above. Whereas the department had anticipated a severe settlement prior to the local government settlement announced in December

2010, the scale of actual savings required exceeded the 'worse case' plans that the department had in place. This was in part because, alongside the reductions in core grant from the Department for Communities and Local Government, the Department for Education took steps to reduce a number of pre-existing grants and consolidate them into the single Early Intervention Grant. The continued significant pressures on services for children in care and child protection, together with the implications of the framework of principles referred to in paragraph 2.8, which reduce the opportunities for savings in other parts of the department, mean that savings had to be identified of approximately £18.8million from the remaining departmental budgets of approximately £60million. That included the funding for the Youth Support Service and led to a proposal that a further £4m, should be saved from the total Youth Support Service spend of £10.8m. Of the additional £4m, £1.2m would be realised in 2011/12 and a further £2.8m in 2012/13.

- 2.10. The Executive Lead Members budget decision was considered and debated twice at the Select Committee for Children's Services 27 January 2011 and 6 April 2011.
- 2.11. The County Council debated and agreed the overall budget for the local authority at the full council meeting on 24 February 2011. The Leader of the Council's budget strategy was outlined in a paper, "Tough Times require Tough Decisions", which formed a basis for and included the children's services budget strategy and was agreed by the Full Council. However, as with other significant areas of service, the detail of how any such decision should be developed remained a matter for further consideration through the development of more detailed proposals for consultation and decision.

3. The original proposals – In Outline

- 3.1. The original proposals reflect a view to take a comprehensive review of Youth Support Services. It is important to stress that change in provision has been a feature over the last five years as youth work began to target the most vulnerable young people. The existing model is not likely to be sustainable as we attempt to adopt the government's agenda for the 'Big Society'. This envisages youth work being commissioned from the voluntary sector but also emphasises the need to ensure the most vulnerable are targeted for support. Before summarising the proposals some definitions will assist.

3.2. Targeted Youth Support

Targeted Youth Support (TYS) has been a feature of Youth Work over recent years. Services now and increasingly will need to focus on the most vulnerable young people in Hampshire whose outcomes are known to be significantly affected by their place within society. In particular these groups are:

- Care Leavers
- Children in Care aged 16+

- Young People with Special Educational Needs who require transitional support post 16 including those young people with the most complex needs who reside in non Hampshire County Council provision.

There are also a number of other young people who fall into the most vulnerable groups that targeted youth support would focus on and either deliver a support service or signpost to, or work in partnership with, other relevant services. These groups may differ locally but are likely to include such groups as

- young people not in education, employment and training (NEET)
- those on the edge of crime, young carers
- young people who misuse drugs and alcohol
- young people who live with domestic abuse.

This list is not exhaustive but locally the need would be identified by partner agencies via the Local Children's Partnership.

3.3. Commissioning of Services via the Local Children's Partnerships.

In line with the government's commitment to the 'Big Society' we would make available additional monies from 2012/13 to allocate to the voluntary sector to deliver services from a range of settings including open access provision that has a clear pathway for the most vulnerable young people to access.

These services would be supported by a group of community development facilitators (CDF's) across the county to support the delivery, training and quality assurance of the commissioned projects. The CDF's will also work with local communities to provide the same service for local projects that provide local access points for young people, particularly in rural communities but in addition will offer group supervision to volunteers as required.

3.4. Careers Guidance and Personal Development to Hampshire's Educational Establishments.

The proposals included that Hampshire would continue to provide careers advice and guidance to schools and colleges up until September 2012. In September 2012 the statutory responsibility to provide careers advice moves away from the Local Authority and over to these establishments. Hampshire is prepared to continue to offer this service beyond September 2012 but as a sold service. Discussions are taking place with the educational establishments to plan for such a service and early indications suggest there is an appetite to purchase from such a Hampshire provided service as long as quality can be maintained.

3.5. The original proposals involved a series of interdependent steps to reshape the delivery of Youth Support Services. There were a number of principles specific to the proposals that sat alongside the general framework as outlined in paragraph 2.8 These included:

- To provide a service to the most vulnerable and enable the local authority to meet its statutory requirements to those groups such as children in care.
- To ensure the overall service delivery model targeted the most vulnerable in order to narrow the gap between those who achieve and those who do not.
- To adopt the government's strategy of the 'Big Society' and to increase the role of the voluntary and independent sector within Hampshire.
- To take account of the government's decision to move the statutory responsibility for the delivery of careers guidance from the Local Authority to Educational Establishments from September 2012.

3.6. In order to achieve these objectives and also to secure the necessary savings, a reduction in staffing would be required across the service. In addition to saving the £4million, it was also necessary to identify from within our remaining core budget £1.8million to secure commissioned services from the voluntary sector plus funding for Community Development Facilitators, subject to approval of the 2012/13 budget. Clearly, some reduction in staffing could be offset by our strategy to set up a sold service to Educational Establishments for careers advice and personal development and by the resource which would be designated for commissioning services from the voluntary sector.

4. The Consultation Period 11 April 2011 to 11 July 2011

4.1. The Department entered into a full 90 day formal consultation process on 11 April 2011 in accordance with our statutory responsibilities. A range of consultation methods were used and these are more fully explored within Part A of this report. The consultation closed on 11 July 2011.

5. A response to some of the key issues raised within the Consultation Period

5.1. Concern was expressed that services commissioned via the Local Children's Partnerships would not use open access facilities to work with the most vulnerable young people. This led key stakeholders and in particular young people to believe that existing youth provision would be shut down 'en mass' therefore leaving young people with 'no places to go' and 'no things to do'.

The Project Team immediately determined within the commissioning process that open access provision would remain a component of future services but that it is not possible to defend existing levels of investment for universal activity. It is recognised that open access points do enable local projects to work with the most vulnerable young people. However it has to be recognised that in making the required savings Hampshire Children' Services are unable to sustain the funding of purely open access services and propose to target the most vulnerable young people.

- 5.2. Concern was expressed that buildings would be closed down and communities would no longer be able to provide services to their young people.

The Project Team responded to this significant concern and audited all the sites that youth work is delivered from. Later, this report refers to that audit and explains how it is intended to provide buildings for commissioned services and how they will continue to be funded separately .

- 5.3. Concern was expressed about the support to local communities who wished to set up provision but had no support to assist them in doing so. Concern was also expressed as to the capacity available within the voluntary sector to tender for services within the commissioning strategy and how, if available, they would be supported.

In response to this the project team have further revised the role of the Community Development Facilitator to provide support, supervision, training and further quality assurance to all projects both from within the commissioning process and those community groups outside of this process who want to set up local youth provision.

There has been a series of meetings with the voluntary sector on a regular basis to ensure all areas and local organisations are aware of the opportunities available and the support the Department would afford to them.

- 5.4. Concern was expressed from schools about the proposed pricing structure for the future sold service for careers guidance.

In response to this the project team is looking at ways in which costs can be reduced before implementation in September 2012. Market testing will establish how competitive Hampshire would be and initial indications have determined that the pricing structure is competitive. However, the team remains committed to finding ways to reduce this cost without compromising quality. The Department is satisfied that it can meet the remaining demands from schools that include quality, continuing quality assurance and establishments having a say in the selection of their individual practitioners.

- 5.5. Finally, concern was expressed, that when the list of groups of vulnerable young people failed to mention those young people who are subject to domestic abuse.

The Project Team acknowledged that the original list was never meant to be exhaustive and has clarified that local services would respond to local needs both within the targeted teams and the commissioned services. Domestic abuse has been properly and explicitly included within the list. Furthermore, it is being stressed that the local needs analysis should be the determining factor based on local data and local intelligence from all stakeholders about the priority for locally commissioned youth services.

6. Revised Proposals

- 6.1. The Targeted Teams.

A targeted youth support service would offer the most vulnerable young people a service that fulfils the local authority's statutory duties but also ensures a seamless service between itself and those services commissioned via the Local Children's Partnerships. This would include:

- Offering a comprehensive service to Hampshire's Care Leavers (583 young people as at May 2011).

This would include supporting care leavers into appropriate accommodation, education, employment and training.

- Offering a personal adviser for all children in care at age 16 in order to develop a pathway plan to secure excellent transitions to their next appropriate stage (230 young people as at May 2011).

This would include a minimum bi-monthly contact with the young person and working alongside the allocated social worker. This independent role is now a statutory requirement for all Local Authorities as a result of a recent High Court Judgement (*A v London Borough of Lambeth* (2010) EWHC 2439).

- Ensuring that we undertake a S139a assessment for all young people with Special Educational Needs in order to secure an appropriate transition post 16.

This would include all young people who have a statement of Special Educational Needs but also those who do not have a statement but that are identified as benefitting from this support. In each of the last two years this has involved supporting 380-390 young people within Hampshire.

In addition, we would also have a dedicated person that will work with young people with the most complex needs placed in secure provision (Swanwick, Bluebird and Leigh House) and a dedicated team that will work with young people with the most complex needs placed in non Hampshire provision both in and out of the county who are deemed Hampshire's responsibility. We propose that these workers be placed within our Special Educational Needs team and line managed by the Area Education Officers.

This would be consistent with the views being expressed within the SEN national consultation that strongly suggests the joining up of pre and post 16 SEN services and creating the single assessment model.

- The remaining resource within the targeted teams would be targeted at a range of the most vulnerable young people whose needs have been identified locally. The teams would either work directly with those young people or ensure full support is secured for them through and with the locally commissioned services.

A structure chart is appended (1).

The Outdoor Education Team will continue.

6.2. Locally Commissioned Services via the Local Children's Partnerships

6.3. It is clear that many of our most vulnerable young people at any one time, on a local basis, are also likely to fall into a number of priority groups as identified in Hampshire's Children and Young People's Plan 2009-2012.

These are:

- Children and young people living in relative poverty;
- Children in care;
- Children and young people at risk of mental health problems including these with drug and/or alcohol misuse.
- Children and young people with learning difficulties and/or disabilities
- Young Carers
- Children and young people who are victims of neglect and abuse including domestic violence.
- Black, ethnic minority and traveller children and young people facing barriers to participation or experiencing prejudice and discrimination because of their ethnic background (including refugees and asylum seekers).
- Young Parents
- Lesbian, gay, bisexual and transgender young people
- Young offenders

6.4. Local Children's Partnerships would be expected to identify a range of service provisions that are designed to meet the needs of these young people locally, to support and compliment the work of the Targeted Youth Support Service where necessary and to commission a range of projects and services that directly impact on the members of the vulnerable groups that are seen as most prominent within each Local Children's Partnership area. It is expected that provision to this support would be by a variety of methods including open access provision.

Further provision is expected to be developed in a range of different ways, from small, time limited projects concentrating on a specific issue, to large multi-faceted drop-in facilities offering a range of 1 to 1, information, advice or consultation opportunities, issue based groups and targeted activities.

Those delivering these services are also anticipated to be wide ranging, from small, locally based voluntary organisations or charitable groups supporting staff and/or volunteers to offer specific elements of the provision, through to large projects employing specialist staff on part or even full time basis to deliver ongoing schemes and specialist support from a range of venues best placed to meet local need. Existing providers of services for young people may also wish to bid for additional work in this area. There is the potential for provision to be set up across Local Children's Partnership boundaries where priorities are similar and economies of scale would prove beneficial.

6.5. In order to ensure needs based criteria are met, Hampshire Children's Services Department would set up a commissioning board to oversee the

process. We would establish processes locally via the LCPs whereby young people will express their views about the proposed projects and these views will form a key part of the decision making process.

As discussed in paragraph 5.2 as a result of the consultation the Department will make available buildings that will assist the projects to be set up. A list of these buildings and the scoping exercise completed is attached as Appendix 2. There are some unknowns at this time, for example those buildings on school sites who may establish academy status. We understand that some buildings and ownership thereof will transfer to the academy and we are not clear therefore at this stage if those sites (identified in Appendix 2) will remain available.

6.6. Appendix 3a shows the indicative allocations for Local Children's Partnerships that, on implementation of these proposals, would be available for the commissioning process in 2012/13, (subject to approval of the 2012/13 budget). This year's funding for the elements of the Children's Services integrated grant and Aiming High monies that relate to the 14-19 age group are also shown in Appendix 3b for illustrative purposes.

6.7. Careers Information Advice and Guidance -Developing a Sold Service

6.8. Hampshire is committed to working with partners to continue to secure an independent careers guidance service to all establishments beyond September 2012. This should include personal development work where this is required which would entail additional one to one support to pupils within their educational establishments to enhance their attainment. This service would be a fully purchased service from that date as the statutory responsibility to provide the service moves to schools and colleges.

Hampshire's Children's Service had an initial consultation with all schools and colleges that sought to test out what the key requirements would be for the development of a sold service for careers advice. The key messages were:

- The banding proposals within the traded service document (Appendix 4) were generally understood and welcomed.
- A clear branding of the service would be welcomed but the key issue is that the brand must be seen by young people as a clear indication of how the service can assist them in their choices.
- All establishments wanted to be assured that the individual practitioners were highly competent within their role. Establishments would want reassurance of their involvement at some level in the decision as to who works with their establishment.
- All establishments would want a quality assurance mechanism that reviewed the service and ensured continued excellence.

6.9. In particular, and as a consequence of the last point, the local authority has secured a Careers Guidance post within the Learning and Development Team that would continue to offer the same quality of training and development opportunities for careers advisors and would keep the workforce up to date with national trends and research.

- 6.10. During the process of the consultation the Department for Education changed the timings for the move of statutory responsibility to schools from the Local Authority, causing an additional delay from the previously notified date of April 2012 to September 2012. This change created a further challenge to the Local Authority as budgets had been set based on the April timeline. In order to deliver a reasonable level of service for the whole of this period Schools Forum agreed to fund the required additional funding of £473k on 12 July 2011. This will cover the shortfall up until April 2012. Schools Forum also gave a commitment to fund a further amount of £338k that will secure the service up until September 2012.
- 6.11. Currently, Hampshire provides a significant service to all establishments that goes well beyond the statutory requirement and in some cases the service provides 5 days per week provision. Hampshire Children's services is keen to provide a service that continues to go beyond the bare minimum statutory requirement up until September 2012 in order that the best interests of the children and young people of Hampshire are met. We are proposing that this will equate to an average of two days per week careers guidance for every establishment (which we have called the 'silver service' within our Sold Services document – see Appendix 4).
- 6.12. If Hampshire Children's Services is to be successful in developing such a service then it will be necessary to provide a high quality service that is flexible to local need and encompasses all the points raised within the initial consultation. The important issue for Hampshire is to be in a position to retain its high quality staff and continue to provide the staff with their full learning and development needs while establishing an acceptable and competitive pricing structure that meets the requirements of the education community. The department is confident this can be achieved.

7. Performance

- 7.1. Judging the overall performance of these services is notoriously difficult because of the absence of a coherent national framework as discussed above. There are essentially two broad sets of measures that we can refer to: one concerns general use of the open access services and the other concerns some of the national performance indicators which are more directly implicated by these services (such as NEET and outcomes for care leavers). The former gives a superficial assessment of usage with no reference to outcomes; the latter is more outcomes oriented but is also dependent on a range of other related services which affect the lives of the young people concerned – the activity that is under the auspices of the Children's Trust.
- 7.2. In relation to the reach of the current open access services, the number of young people who identified themselves to the service and accessed the resource totalled 13,831 young people of whom 56.5% were male and 43.5% were female. Each of the young people on average accessed the service 6 times each (85,700 visits in total). In particular it should be noted that this universal usage of open access services represents approximately 12% of the young people of Hampshire within the age remit. While it is safe

to assume that those who use the services value and enjoy them, we have no other form of assessing whether this input and the core funding that supports it, is of additional benefit to the outcomes for these young people.

7.3. Hampshire general NEET population in 2010/11 stood at 5.26%. This equates to 2132 young people who at that end of year period were not in education, employment or training. This equates to above average performance when comparisons are made with the national figures and similar authorities.

7.4. The Youth Support Service also takes the lead with National Indicator (NI) 147 (suitable accommodation for care leavers) and NI148 (NEET care leavers). NI147 2010/11 data evidenced that out of 90 care leavers whose 19th birthday fell within the year, 67 were deemed to be in suitable accommodation. The 23 young people who were recorded as not in suitable accommodation included a number whom we were not in contact with and therefore were unable to determine their accommodation status. A new contract with Stoneham Housing Association will provide Hampshire with an additional 60 placements thereby increasing choice.

NI 148 2010/11 data evidence that 39 out of the 90 young people whose 19th birthday fell within the year, were in education, employment and training. This outcome is relatively weak, albeit in a challenging employment climate, and strategies have been put in place to address this area of performance including the provision of apprenticeships and internships in Hampshire County Council.

The proposals for the Youth Support service will strengthen the work on accommodation and employment opportunities for care leavers as this group of vulnerable young people will be prioritised.

The more general population of NEET will continue to be serviced across all the Youth Support Service, the commissioned services and of course by schools for those at risk within their establishments.

8. Staffing

8.1. It is recognised that these proposals will have significant implications for the staff of these services. The proposals would require a reduction in the number of full time equivalent (FTE) practitioners from 255 to 118.5. A reduction of 136.5 FTE, plus a reduction from 23 to 8 team leaders. The department has begun to prepare for a reduction of staffing for the redesign of the Youth Support Service subject to these proposals being agreed. If the proposals are agreed, voluntary redundancies would be offered to practitioners across the service in accordance with the approach taken in similar exercises since the emergency budget during 2010. This would include taking wherever possible a selective approach to enable service continuity and the retention of the staff best equipped to undertake the roles required within the re-shaped service.

8.2. Potential numbers of reduction in directly employed staff will be partially offset by £1.8 million worth of commissioned services in the voluntary sector. Some equivalent or near equivalent posts may be transferred and in some cases TUPE may apply. This will depend on the details of the services commissioned via the Local Children's Partnerships. Whereas this may be an

opportunity for some otherwise displaced staff it undoubtedly will add to uncertainty at a difficult time. Managers will place an emphasis on communication and staff support.

8.3. As the structure chart (appendix 1) outlines, the practitioner deployment in the redesigned service would be:-

- 56 Targeted Youth Support Workers
- 44.5 Careers Guidance staff (including one Learning and Development post)
- 12 Community Development facilitators
- 4 Out of County Special Needs Practitioners
- 2 Participation Officers.

9. Conclusion

9.1. This report explains the background to the review of Hampshire Children's Services Youth Support Service and presents a set of revised proposals for their redesign further to an extensive consultation process. The report reaffirms that there are serious and unavoidable financial drivers to this decision, but also indicates that the move to a more targeted service in an attempt to narrow the gap is a central theme within the changes proposed.

9.2. The proposals are designed to target those young people most in need and ensure their needs are addressed and their outcomes improved so that they are better prepared for their transition into adulthood. The proposals will also enable the retention of open access provision, including through the use of council premises and related services, but on the understanding that it is no longer viable to protect the current levels of revenue investment in open access services where the evidence of use and benefits is weak, especially in the face of counter-evidence about the significant needs of particular groups of young people. Officers and members are justifiably proud of our services to young people and remain deeply committed to these services being enhanced by the third sector who are likely to have access to additional funding not available to the Local Authority that should enhance current and future commissioned provision.

9.3. These proposals have been carefully reviewed and revised where possible within a challenging financial context and in response to consultation with young people and key stakeholders. The proposals ensure that those young people most in need would receive a service as outlined whilst being able to retain open access provision enabling young people having a place to go to and having recreational activities locally.

9.4. Substantial savings would be achieved through the re-shaping of Youth Support Services that began with the removal of central non operational staff and managers. This is now supported by the opportunity to develop services within the voluntary sector and local communities who will be provided with the resources to succeed with their ambitions for young people. The local focus and identity of a key delivery centres would be sustained. The £4m

savings that will be achieved through these proposals and the associated HR implications are consistent with the required savings set out in the January 28 2011 Children's Services Revenue Budget paper.

- 9.5. These revised proposals are commended to the Executive Lead Member because they are necessary in the new financial climate but also because they address the requirement to anticipate the government's 'Big Society' approach, the change in legislation for careers guidance and the need to target the most vulnerable young people that will enable Hampshire to continue to close the gap between those who do and do not achieve.

10. Recommendations

That the Executive Lead Member for Children's Service

- 10.1. Note and agree the content of this report;
- 10.2. Note the financial context for this decision as defined by the 'Children's Services Department Revenue Budget 2011/12' agreed by the Executive Lead Member 28 January 2011 including the framework of principles re-affirmed in that report as a basis for guiding strategic budgetary decisions for the department;
- 10.3. Note the decision of the full meeting of Hampshire County Council on 24 February 2011 which set the budget for the Local Authority as outlined in the budget statement "Tough Times require Tough Decisions";
- 10.4. Note the range of consultation responses as evidenced in the attached report 'A' and also note the extent of effort by officers and members at all levels to seek out and consider comments and views;
- 10.5. Agree the revised proposals as outlined within this report for the redesign of Youth Support Services in Hampshire in order to secure the future of such activities and achieve the savings required, whilst protecting the capacity to continue to service the needs of the most vulnerable young people across the whole of the county and sustaining the provision that supports all young people but targets those in need and especially the most vulnerable.
- 10.6. Agree that the change programme should include the development of a sold service for Careers Guidance to educational establishments across Hampshire.
- 10.7. Require the Director of Children's Services to implement the necessary programme of change
- 10.8. Emphasise that the programme of change should pay particular regard to the support of and communication with affected staff, partners and young people.

CORPORATE OR LEGAL INFORMATION:**Links to the Corporate Strategy**

Hampshire safer and more secure for all:	yes
Corporate Improvement plan link number (if appropriate):	
Maximising well-being:	yes
Corporate Improvement plan link number (if appropriate):	
Enhancing our quality of place:	yes
Corporate Improvement plan link number (if appropriate):	
OR	

Other Significant Links

Links to previous Member decisions:		
<u>Title</u> Children's Service Services Departmental revenue Budget 2011/12	<u>Reference</u> 2503	<u>Date</u> 28 th January 2011
Direct links to specific legislation or Government Directives		
<u>Title</u>	<u>Date</u>	

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
None	

IMPACT ASSESSMENTS:

11. Equalities Impact Assessment:

11.1. Equalities were considered when developing the proposal under consultation and no adverse impact was identified. The Impact Assessment concluded that the proposals were likely to benefit all target groups, as the proposals suggested that local identified need would be prioritised both within the targeted teams and the commissioning process. The service would contribute towards closing the outcome gap (see Appendix 5).

12. Impact on Crime and Disorder:

12.1. Youth Support services are part of a programme which aims to prevent crime and disorder in the longer term.

13. Climate Change:

13.1 How does what is being proposed impact on our carbon footprint / energy consumption?

Under the consultation proposals we want to retain and develop detached projects in rural areas so the impact is likely to be minimal.

13.2 How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

No specific measures have been identified other than to continue to acknowledge on site support to rural communities is a priority to continue to develop.