


## Executive Decision Report

<b>Decision maker and date of Leadership Team meeting or (in the case of individual Lead Member decisions) the earliest date the decision will be taken</b>	Leadership Team 12 December 2018 Forward Plan reference: 05356/18/K/AB Portfolio: Cllr Emma Will, Lead Member for Children, Families and Schools	 THE ROYAL BOROUGH OF <b>KENSINGTON  AND CHELSEA</b>
<b>Report title</b>	<b>Strategy for the re-design and implementation of Youth Services</b>	
<b>Reporting officer</b>	Annabel Saunders, AD Integrated Commissioning	
<b>Key decision</b>	Yes	
<b>Access to information classification</b>	Public Part A Part B: Confidential/exempt The Part B of this report is currently exempt from disclosure on the grounds that (i) it contains information relating to the financial or business affairs of a particular person (including the authority holding that information) under paragraph 3 of Schedule 12A of the Local Government Act 1972, (ii) it contains information in respect of which a claim to legal professional privilege could be maintained in legal proceedings under paragraph of Schedule 12A of the Local Government Act 1972; (iii) and in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information	

## 1. EXECUTIVE SUMMARY

- 1.1. Following extensive engagement with young people, local community organisations and providers, this report seeks approval to progress with the implementation of a new youth offer that has been co-designed to reflect local priorities and ambition for the future. Contracts for the current youth offer, which is a non-statutory service, will expire on the 31 August 2019, subject to a short extension period to align with the outcome of the youth review. This provides an opportunity to significantly reshape and refocus the youth offer in line with local priorities and in response to changing needs following the Grenfell Tragedy.
- 1.2. The new youth offer will seek to diversify provision across the Borough. It will deliver a broader programme of activities for young people in line with their interests and priorities. In doing so, there will be increased funding made available for dedicated activity based provision and the opportunity for a greater number of providers, including the local voluntary and community sector, to deliver these services. In the new model, activity based provision, which is separate from youth centre provision, will be increased to £230,000 including £40,000 for young people to directly allocate. This will be in addition to the £410,000 for youth hub and youth club provision that organisations will be able to bid for. The new youth offer will also seek to strengthen targeted youth support and the detached outreach offer into local communities whilst also providing greater opportunity for young people to shape the services that they receive and be part of a new youth parliament.
- 1.3. To date, the Council engaged with 1015 stakeholders which includes 771 young people, 172 parents, 71 community groups and voluntary sector organisations including all current youth providers. (please see Appendix 1 for the list of organisations and groups that were engaged). The Council also engaged with various internal stakeholders such as Children's Services, Early Help, Public Health and Community Safety, Grenfell Health and Wellbeing Team and Grenfell Response Team. Engagement and co-design is an ongoing process, and as such the engagement process will continue through to mobilisation of the new service and beyond. The new offer reflects local priorities and what young people have said is important to them, these are:
  - Future and Ambition;
  - Crime and Safety;
  - Community and Environment, and;
  - Living Healthy, Happy Lives.
- 1.4. The new youth offer will form part of, and harmonise, a wider provision across the Borough delivered by other departments and external partners including Public Health, Community Safety, the Police, Schools and Colleges, CCGs and Health providers. Engagement feedback from the community and voluntary sector and wider stakeholders also highlights a common view that there is an opportunity to make better use of resources by working in a more joined up way across a wider range of providers and services.

- 1.5. Providers have reflected that the local youth and voluntary sector has developed and diversified particularly in response to the Grenfell Tragedy, with some new organisations having emerged. Many of these new and existing local organisations played a significant role in responding to the needs of young people and families and continue to play a part in supporting communities. The new youth offer will look to create increased opportunities for local community and voluntary organisations to provide services to young people in the Borough.
- 1.6. This engagement forms part of the wider consultation and conversation with residents and community groups impacted by the Grenfell Tragedy in order to inform the Grenfell Recovery Strategy. It also demonstrates the Council's values in relation to putting communities first and working together.
- 1.7. The new youth offer will be delivered through the following four strands which respond to young people's priorities and strengthens the current offer:
  - **A wider range of activities, programmes and 'pop-up' provision** that respond to what young people have asked for. This new offer will invest more heavily in a wider range of activities that are delivered in accessible spaces across the Borough. There will be a core programme of activities throughout the year as well as shorter term, seasonal 'pop-up' activities shaped by young people on an ongoing basis via a devolved budget. Young people have told us that they want a blend of activities run from youth clubs and more provision run across the Borough in flexible spaces, making the most of local assets. Young people have also told us that they would like more employment and education focused support, a stronger arts and culture offer, an opportunity to go on trips within and beyond the Borough, a broad range of sports activities and more support with wellbeing, personal development and independence skills. These services will be competitively procured via an 'Open Framework'. The 'Open Framework' will consist of a number of pre-approved organisations. It will be designed in a way to ensure that the tender process is as proportionate and as streamlined as possible so that smaller organisations can tender. It will allow commissioners and young people to quickly access additional services throughout the lifetime of the 'Open Framework' via a 'call-off'.
  - **Provision of a targeted and outreach youth work offer.** Young people have told us that they do not always feel safe and they would like more done to address this. They would like new youth offer to address their concerns about safety as well as to provide additional support for young people who need it, particularly those where wellbeing or mental health is a concern. A newly established team will form part of the Council's Early Help Service to provide a strengthened offer to young people most in need of additional diversionary or preventative support including those that are at risk of becoming, or are not in education, employment or training (NEET). These youth workers will be visible within communities and will embed earlier identification and intervention as well as pathways into Council departments and partner services. This team will look to prevent behaviours and risk

factors from escalating to the point where young people are at risk of care, custody, school exclusion or serious harm. This means integrating youth work support much more closely with effective family interventions that work to support change within the family as well as the wider system of schools, colleges and youth centres. Please refer to Appendix 2 for a visual representation of how this team will integrate with Family Services.

- **A strong youth participation offer** to promote and coordinate the current youth offer whilst also facilitating young people to participate in decision making about the services they receive and programme of activities available. This will include the development of a youth parliament with the potential for a Young Mayor, Youth Commissioner and the allocation of the young people's participation fund.
  - **A network of locality based provision.** Young people have told us that whilst they want to see more provision across the Borough that makes better use of local spaces, parks and community assets, many also value youth club provision. The new offer will consist of 2 main youth hub sites; one in the North of the Borough (Lancaster Road area), and one in the South (in Chelsea Riverside ward) and 5 youth club sites (this is likely to include clubs in the wards of Notting Dale, Golbourne, Dalgarno, and covering Stanley and Redcliff wards in the South of the Borough). The proposed locality based provision will also include two water sport facilities; one in the North and one in the South of the Borough. The two hubs will coordinate a rich and varied offer of activities and support to young people across the Borough, ensuring this offer is well promoted to young people and families. Engaging young people, and ensuring that young people from all backgrounds are able to access this offer, will be a key priority. It will also look to make the buildings available for voluntary and community organisations. This provision will be commissioned via an open tender process. The youth work delivered within the hubs will also form part of an open tender process, whilst the coordination and oversight of the community space within the Hub will be overseen by Council Officers.
  - **The creation of a Youth Foundation** which will look to provide a voice for the youth sector, build capacity, offer networking opportunities, promote sustainable funding streams and facilitate the sharing of spaces. The creation of a Youth Foundation has been strongly supported by the current voluntary and community sector and it is anticipated that match funding will be provided by John Lyons on an annual basis. The contribution from the Council to support infrastructure costs (including salaries, networking and promotion) will be £75,000 per annum.
- 1.8. All third party provision will be based upon a contract of up to 4 years (2 years + up to 2 years).
- 1.9. To implement the most effective youth service, a mixed model of delivery is being

recommended. This will include: procuring both detached and centre based services and activity based provision to meet local needs; establishing a Youth Foundation to support sustainability and coordination across the sector, and; extending Council run services to strengthen the prevention and diversionary offer for young people as well as to build a new model of youth participation. In this way, a whole systems approach is adopted by coordinating a broad offer to young people, maximizing community assets, delivering services in the community and aligning with schools and colleges, external partners and internal departments, including Early Help, Public Health, Community Safety, Economic Development and Education Services.

- 1.10. The new youth offer will also include a newly procured NEET (Not in Education, Employment or Training) Tracking contract that will be delivered by a specialist provider that has an established track record of delivering in this area. This contract has already been awarded, following a separate competitive procurement process, and will commence on the 01 January 2019.
- 1.11. In 2014, youth services ceased to be directly provided by the Council. Instead, EPIC CiC was established as an independent organisation and these services were commissioned to EPIC CiC via a 5-year Business Agreement which ends on 31 August 2019 (subject to a short direct award from 01 January 2019 to 31 August 2019). In 2014, Council staff transferred from the Council to EPIC CiC to provide these services. The majority of the current provision is delivered by EPIC CiC (£2,059,931) a staff mutual, with the remainder of the provision being delivered across ten voluntary and community providers through detached and centre based provision (£368,466 total annual cost).
- 1.12. The new youth offer looks to focus resource in the areas that matter the most to young people and to build greater efficiency and sustainability into the model. Therefore, despite additional investment in specific areas of youth provision the current overall level of funding for youth services will reduce.
- 1.13. With the current level of spend, the Royal Borough of Kensington and Chelsea (RBKC) is ranked second highest spending Local Authority per young person (£173 annually per young person) for youth services in London<sup>1</sup>. With the proposed reductions, RBKC will still remain in the top quartile of Local Authorities spend per young person. In reality a comparative position could be higher as some of the benchmarked London Boroughs include spend on Early Help within their overall youth budget. If the Early Help Budget were included as part of the current spend, RBKC would spend £245 annually per young person and would be ranked top spending Local Authority per young person.
- 1.14. Please refer to Part B: Appendix 1 for comparative youth spend per head across London based on 2017 FOI data.
- 1.15. Additionally, the net controllable budget for Children's Services Department for 2018/19 is c. £29m and the youth spend represents 7% of this.

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<sup>1</sup> Based on 2017 FOI data

- 1.16. The total annual budget for the new youth service for the first year of operation (spanning two financial years 19/20 and 20/21) will be £1,428,148. This includes the following breakdown of spend.

**Proposed cost of youth provision**

Description	Cost
New Early Help Team	£524,148
NEET Tracking contract with a third party provider from 01 January 2019	£49,000
A network of youth hubs & youth clubs	£410,000
Set up costs, equipment, facilities management & maintenance for Community Hubs	£60,000
Activity based provision	£230,000
Establish a Youth Foundation	£75,000
Transition Costs	£80,000*
<b>TOTAL £1,428,148</b>	

\*A component of transitional support may be made available for small VCS organisations

- 1.17. A cross-party Scrutiny Working Group was formed to oversee the Youth Review. It has met 4 times and attended various engagement sessions with young people and residents. The working party will submit a report to Scrutiny containing their conclusions and recommendations.
- 1.18. This paper seeks approval for the Youth Services Commissioning Strategy as set out within the body of this report. It also seeks approval to extend EPIC CiC's contract via a direct award from 01 January 2019 until 31 August 2019 to align with the implementation of the new service. This extension does not include the NEET Tracking service.
- 1.19. For a diagrammatic summary of the youth offer please refer to see Appendix 3.

**2. RECOMMENDATIONS**

- 2.1 The Lead Member for Families, Children and Schools is asked to approve the following set of recommendations to enable the effective delivery of youth services in RBKC from 01 September 2019:
- 2.2 To authorise a waiver from tendering the contract for the provision of youth services with EPIC CiC.
- 2.3 To direct award the contract for youth provision (minus provision for NEET Tracking) to EPIC CiC for a period of eight months from 01 January 2019 until 31 August 2019 for a contract value of £1,321,621.
- 2.4 To conduct a procurement process to establish an open framework and 'call-offs' for the provision of activity based services for a period of up to 4 years that the Council

may periodically open for providers to join. The total value of the work expected to be called-off the framework is anticipated to be between £1.2m and £2m.

- 2.5 To approve open procurement processes (as set out within this commissioning strategy) to deliver centre based youth provision within two youth hubs, five youth clubs and two watersport sites for a total annual value of £410,000 in the first 12 months (spanning 19/20 and 20/21) and £330,000 per annum for the remaining life of the contract for a maximum period of 4 years (2+ up to 2 years) with a total anticipated contract value of £1,400,300.
- 2.6 To establish a Youth Foundation in partnership with John Lyons to work with local youth providers to build capacity, sustain the community and voluntary sector in the long term, provide networking opportunities & coordination of the sector and finally to support providers in sharing spaces across the Borough to deliver provision.
- 2.7 To approve an annual commitment of £75,000 to support the infrastructure costs of the RBKC Youth Foundation for 2+ up to 2 years (for a maximum of 4 years), subject to match funding availability.
- 2.8 To establish a Council run function within the Early Help Service to delivery Targeted Youth Support, Detached Outreach and Youth Participation at a cost of £524,148 per annum. This new team will focus on prevention and diversion services.
- 2.9 To note the contract commencement of a new NEET Tracking service from 01 January 2019 at a value of £49,000 per annum for a total contract period of up to 19 months (with the option to extend for a further 12 months). This contract has already been awarded following a separate competitive procurement exercise.
- 2.10 To note the additional infrastructure and transition costs of £60,000 for the set up, equipment, facilities management and maintenance of the Hubs and £80,000 for transition costs.

### **3. REASONS FOR DECISION**

- 3.1. The Council is committed to the ongoing delivery of youth provision. The new service will offer more dynamic, responsive and needs led strategy to continue to offer high quality services despite delivering within a more constrained budget.

#### **Reason to review and re-commission provision**

- 3.2. The last re-commissioning activity for youth services took place in 2014 and these arrangements were extended in 2017. There are 11 youth providers that the Council commissions in Kensington & Chelsea valued at just under £2.5m per year. The main contract, provided by EPIC CiC, is due to end in December 2018 and other youth related voluntary sector arrangements are due to end in March 2019 (these contracts have, or are in the process of, being extended via a direct award to align with the 01 September 2019 new service start date).

- 3.3. It is good practice to review and recommission services regularly to ensure provision meets the needs of service users and that arrangements derive value for money. Engagement with young people and local providers indicates that there is a need to refresh and refocus the current offer and potential to deliver a stronger service with a reduced budget.
- 3.4. Following the Grenfell Tragedy, the local voluntary sector has developed and diversified. Many of these organisations played a significant role in responding to the needs of young people and families and continue to play a part in support local communities. It is important to give these local organisations an opportunity to participate in commissioning arrangements and to continue to meet the needs of young people within the borough.

### **Delivering the co-designed vision for Young People**

- 3.5. At the start of the engagement process a series of design principles were developed and shared with young people, local organisations, Council departments and partners. These have been refined and adapted through co-design to become the vision for this youth service redesign. This vision provides a mandate for change and will be delivered through the new youth offer. The vision is;
  - To refresh the offer and design services that young people say they want and are important to them;
  - To build flexibility into the new model and ensure that services meet local need and are responsive to what young people have said;
  - To design a service that delivers improved ambition and outcomes for young people to better meet their needs across the areas that they have said matter most to them (Future and Ambition, Community and environment, Safety and security, Happy Healthy Lives);
  - To give more choice and control to young people about the services that they receive and decisions that affect them;
  - To deliver a broader range of activities to young people as well as continuing to support locality based provision;
  - To create new safe spaces beyond that of youth clubs or designated youth spaces;
  - To ensure that services are accessible and inclusive, attracting young people who haven't typically engaged in Youth Services, including vulnerable groups such as those with Special Educational Needs or Disability;
  - To strengthen targeted youth work and reduce the number of young people requiring intervention from statutory services;
  - To improve alignment and coordination within and beyond youth services and to communicate the offer effectively;
  - To support and capacity build within the sector, and;
  - To deliver a sustainable model for the future that represents value for money.

### **Reason to establish a Targeted Youth Support and Detached Outreach Service within Early Help**



- 3.6. Young people have told us that they feel unsafe in certain areas of the Borough. They have said that they have concerns about anti-social behavior, gangs and knife crime. While youth centres are identified as safe spaces for some young people, this is not the case for all young people and there is a need for greater outreach. Young people have also said that they are unclear about what youth provision is available and who they should go to for support.
- 3.7. Recent press coverage as well as data on prevalence of knife crime and serious youth violence is helpful to understand the increased level of fear of many young people of being a victim of knife crime. It is notable that although the Borough has low levels of serious youth violence<sup>2</sup> when compared to other London Boroughs, it is an area of increasing prevalence across London.
- 3.8. While the youth offer is universal and open to any young people who would like to access the provision, the new youth service will also become more targeted by introducing a new Council run team who will become an extension of Early Help provision in the Borough. This will support young people most at risk of care, custody, school exclusion or serious harm. In doing so, the new youth offer brings together the component parts of the universal offer and the targeted and preventative support of the Council. It embeds early identification, reduces duplication, sets out clear pathways and step down or step up arrangements.
- 3.9. RBKC wants to strengthen and integrate elements of the Youth Offer with Family Services. In doing so this will further embed Contextual Safeguarding as an approach to understanding, and responding to, young people's experiences of significant harm beyond their families. Contextual Safeguarding recognises that the different relationships that young people form in their neighbourhoods, schools and online can feature violence and abuse.
- 3.10. This work would consist of one-to-one and group based interventions working with young people and in partnership with their families to improve outcomes, sustain change and help young people make positive life choices. The activity prevents escalation to costly and long term statutory services and aims to work with young people who would not ordinarily engage with support services to ensure their needs are met within the community.
- 3.11. One of the most successful ways of intervening with children and young people is through trusted relationships with an adult. A Home Office-commissioned review by the Early Intervention Foundation found that a trusted relationship with an adult is an important part of programmes to support vulnerable children and young people, and that the lack of trusted relationships is consistently cited as a contributing factor in cases of child sexual abuse and exploitation. By establishing this team, Family Services will strengthen its targeted approach and streamline the number of practitioners that young people engage with thereby ensuring consistent and trusted relationships are established with young people.

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<sup>2</sup> RBKC is currently ranked 31 out of 32 Borough for rates of serious youth violence.

- 3.12. This will ensure greater alignment across Social Work, Youth Offending, Community Safety and Early Help services. This will also enable practitioners to use the same approaches and develop systemic practices, reduce duplication of services and provide young people and families with a more joined up approach so that they know who to contact if they need support.

### **Reason to establish a new Early Help Team: Youth Participation**

- 3.13. Youth participation is the active engagement of young people in their communities. It is often used as a shorthand for youth engagement, such as decision-making, inclusion in health and well-being programmes, participation in school representative councils and any other activities where young people are not typically engaged in. Young people have a right to be involved in the decisions that affect them. This is promoted in law, policy and guidance and the rights of children and young people are protected in The Convention on the Rights of the Child, Hear by Right, Every Child Matters, and the Children's Act 2004.
- 3.14. As part of our engagement, young people have told us that they want to have more of a say in how services for young people are designed and whether they can be part of checking that services are appropriate and delivering. They have also said that they want the Council to be more accountable.
- 3.15. There are a number of youth forums across the Borough that are either commissioned by the Council or that are run independently. These forums offer formal youth participation groups where young people meet and debate social and economic issues affecting them. However, they do not systematically communicate with each other nor do they have established links with the Council to inform decision making. This is especially relevant for vulnerable young people who are under represented within these forums.
- 3.16. The Council wants to promote the voice of young people in decisions that affect them; it wants to involve young people in shaping policies and initiatives; and the Council wants to establish a coordinated approach across the Borough of youth participation. This includes aligning the it with existing Council coordinated engagement and forum activity such as the Children in Care Council.
- 3.17. On this basis, the Council is proposing to make youth participation part of the new Early Help Team.

## **4. BACKGROUND**

- 4.1. There are 11 youth providers that the Council commissions in Kensington & Chelsea valued at just under £2.5m per year. These services are non-statutory. The main contract, provided by EPIC CiC, is due to end in December 2018 and other youth related voluntary sector arrangements are due to end in March 2019 (these contracts have already been extended, or are in the process of being extended, via a direct award to align with the 01 September 2019 new service start date). Subject to formal

approval, it has been proposed that these contracts are extended to 31 August 2019 to align them with the formal notice given to EPIC CiC and our programme delivery timetable.

- 4.2. The table below sets out the current annual financial expenditure for the 11 youth providers:

Description	2018/19 spend
EPIC Youth	£2,059,931
Coram Family	£20,333
Dalgarno Neighbourhood Trust	£41,923
Harrow Club	£26,480
London Sports Trust	£11,349
Making Community Work & Grow	£19,540
Rugby Portobello Trust	£64,795
SPID Theatre Company Ltd	£17,026
The Flying Gorillas	£12,090
Youth Action Alliance	£58,149
Earls Court Youth Club	£96,781
	<b>£2,428,397</b>

- 4.3. With the current level of spend, RBKC is ranked second highest spending Local Authority per young person (£173 per young person annually) for youth services in London<sup>3</sup>. With the proposed reductions, RBKC will still remain in the top quartile of Local Authorities spend per young person. In reality a comparative position could be higher as some of the benchmarked London Boroughs include spend on Early Help within their overall youth budget. If the Early Help Budget were included as part of the current spend, RBKC would spend £245 annually per young person and would be ranked top spending Local Authority per young person.
- 4.4. Additionally, the net controllable budget for Children’s Services Department for 2018/19 is c. £29m and the youth spend represents 7% of this.
- 4.5. The services provided by these organisations include one or more of the following:
- Activities, safe spaces and open access provision. This includes youth & sports clubs and art based activities
  - Youth participation including youth Council and a number of youth forums to give young people a voice in the community

<sup>3</sup> Based on 2017 FOI data

- Detached outreach and street based youth work where workers are based in the community and engage with young people in their own settings or in areas of greater need
  - Therapeutic support, advice and guidance
  - NEET support that also includes NEET tracking and interventions
  - Community safety work which includes work with Gangs and CSE interventions
  - Engagement with schools including targeted intervention in schools (substance misuse, healthy living, Prevent)
  - Sports and recreational activities such as London Youth Games, school based competitions & gifted & talented programme
- 4.6. The largest financial commitment is with EPIC CiC, and from the list above, the majority of provision also lies with EPIC CiC. These services have been provided through a Transfer Business Agreement ('the contract') that was formalised when EPIC CiC was established.
- 4.7. The current model includes four delivery strands; Ambition, Youth, Play, Sport and Health. These strands include delivery of youth clubs, youth participation, NEET (Not in Employment, Education & Training) Tracking and wider NEET related interventions, Targeted Youth Support, detached outreach, sports development, and school based activities.

## **5. CONSULTATION AND COMMUNITY ENGAGEMENT**

- 5.1. As part of the youth review, the Council has been engaging extensively with a range of stakeholders since February 2018. To date, the Council has engaged with 1015 stakeholders which includes 771 young people, 172 parents, 71 community groups and voluntary sector organisations including all current youth providers. The Council also engaged with various internal stakeholders such as Children's Services, Early Help, Public Health and Community Safety, Grenfell Health and Wellbeing Team and Grenfell Response Team. Engagement and co-design is an ongoing process, and as such the engagement process will continue through to mobilisation of the new service and beyond. Further engagement and co-design will continue with young people in implementing the model; in particular, in designing and setting out service specifications.
- 5.2. To engage with young people, parents and residents, outreach workers visited youth clubs, community groups, coffee mornings, school groups, representative bodies, assemblies, youth forums and community events. They have also engaged with specific groups of young people that include children in care, care leavers, young people with special educational needs, young travellers and young people that are in the youth justice system. Street based and estate based outreach was also undertaken in order to engage with young people in the community or those who would not ordinarily attend youth clubs.
- 5.3. The Council adopted a multi-channelled engagement methodology, following an 'appreciative enquiry' approach which is a strengths based approach to develop a vision rather than focusing upon issues or problems which need to be addressed.

- 5.4. This engagement methodology maximised the time spent with young people. It focussed upon areas and priorities that matter to young people rather than asking young people to complete forms or questions. This was particularly effective as it allowed a level of flexibility for young people to explore subjects that were of interest or mattered to them. Having this level of flexibility meant that young people were more interested and therefore offered more insight and had higher levels of engagement.
- 5.5. This engagement and co-design used a range of approaches designed to reach the broadest possible audience whilst mindful of including the views of people most likely to use or need the services. These have ranged from working with young people on a 1-1 basis; to workshops; to large scale community events; to street based outreach on Estates or open spaces in the community. The list below sets out a comprehensive list of engagement channels:
- Findings & model design
  - Peer to peer survey
  - Engagement workshops with young people
  - One-to-one engagement
  - Community events
  - Youth panel
  - Street outreach with young people
  - Engagement with organisations
  - Engagement with community groups
  - Engagement with internal stakeholders
  - Online surveys
  - Public consultation event
  - Engagement with providers
- 5.6. This engagement then led to common themes and shaped 4 priority themes, these being staying safe; leading happy, healthy lives; community and environment; and future and ambition. The key themes and priorities identified were taken back to young people, parents, community groups and providers as part of 'co-design'. This ensured that they were satisfied with what had been captured so far; that the priorities and needs of young people were evident in the proposed service design for the future offer; and that they supported the proposed service design delivery model.
- 5.7. The co-design process has been iterative, with the early stage findings from young people forming the initial model structure. This was then presented back to seek feedback, ways the proposal could be improved, and what aspects should be added or removed. Changes were made before presenting back once again, repeating the feedback-adaptation loop.
- 5.8. The purpose of this engagement work was to obtain the views of young people, parents and residents on current youth provision in the Borough, and also to identify

what their key priorities are for the future. This engagement and co-design work has informed the proposals within this paper.

## **Engagement findings**

- 5.9. An early and consistent finding from the engagement is that young people want to be more involved in decisions that affect them. The Council therefore placed young people at the centre of engagement and co-design activity from the outset.
- 5.10. Four priority areas were developed by young people as a focus for future services. These areas are:
- Future and ambition
  - Safety and security
  - Community and Environment
  - Health and happy lives
- 5.11. The views of wider stakeholders including parents, community groups and the voluntary and community sector have also been sought and included. The key findings therefore include both the common headlines across all these groups, as well as specific messages from different stakeholders.
- 5.12. In response to the findings, the new youth offer will be part of a whole systems approach and support wider provision across the Borough delivered by other departments and external partners including Public Health, Community Safety, the Police, Schools and Colleges, CCGs and Health providers. In doing so, it will look to connect pathways and provision across the local area.
- 5.13. **General findings**
- There is a feeling that the Borough is well resourced with a strong offer and a wide variety of services. However, young people felt that this offer could be better coordinated and promoted.
  - Young people wanted a way to have their voice heard and to influence decision making about things that affect them.
  - The creation of a Youth Parliament was identified as being an important part of any new model.
- 5.14. **Future and Ambition:** focus on future ambitions and aspirations including employment, mentoring, entrepreneurship and training, as well as personal development, and having opportunities to broaden their horizons through trips and new experiences. Specifically;
- There has been a strong focus by young people on their future ambitions and aspirations including employment and creating a network of business mentors, entrepreneurship and training, as well as personal development to broaden their horizons and gain new experiences.

- Young people want clearer routes into employment and an understanding of pathways and opportunities for business and enterprise creation.
- Young people want a holistic career development offer to sit alongside their academic work in schools, colleges and universities.
- Young people want more employment and work experience opportunities for young people who would otherwise struggle to access them.

5.15. **Community and environment:** Young people want to maximize use of local assets and spaces across the Borough and spoke about wanting to bring communities together. Young people also want to ensure that their voice and that of the community is central and heard when changes to services are made. Specifically;

- Young people want provision at times when they are available, such as evenings and weekends.
- Young people would like both structured and meaningful youth activities, as well as unstructured open access sessions.
- Community and environment are highly valued, and young people want local assets to be better used and for the voice of young people and the community to be central and heard when changes to services are made.
- Young people said that they would like the youth offer to be more clearly advertised and coordinated and to be able to influence the provision they receive and decision making.
- Young people want beautification projects for neighbourhoods and repair of community assets.
- Young people want strong, supportive community groups with a need for further community cohesion.
- Young people would like intercultural exchange to promote different life experiences.
- Young people want community spaces to be better used and to offer year round community activities in parks, community and youth centres and open spaces.
- Young people want opportunities to explore the Borough and beyond through trips.
- Some young people said that there seems to be an imbalance between the provision of services in the North and South of the Borough, and some perceived imbalance with provision in the West of the Borough.

5.16. **Safety and security:** young people do not always feel safe when travelling around the Borough. They have concerns about, gangs and knife crime, and feel there is a need for more safe spaces and diversionary support. For some young people youth centres have been identified as safe spaces, but a need for greater outreach has also been identified and for there to be a better balance between centre based and detached provision. Specifically, young people said;

- That they can feel unsafe when travelling around the Borough, even in their own neighbourhood. They have safety concerns due to witnessing violence or anti-social behaviour, as well as hearing about negative experiences of peers.

- There was also a recognition by young people that causes of crime are linked to opportunity, home life, accessible social activities and networks.
- Young people have said that they need more safe spaces, proactive outreach, targeted serious youth violence work and general advice and information for young people on personal safety.
- For some, youth clubs are valued as a place to provide safe spaces for young people to spend time but they are not always well attended and for other young people there are barriers to accessing them including concerns about perceived safety.

5.17. **Happy Health Lives:** mental health and emotional wellbeing, was a key priority. There was a focus on what can help young people feel happy and less stressed, as well as their physical health. Young people want to see a broader range of activities available beyond a core sports offer, such as activities that support wellbeing, personal development and pathways into employment, life skills and arts based provision. Specifically;

- Young people would like more provision to be available at weekends and have specific support available for exam stress, more access to a range of health and fitness activities.
- The activities that young people currently attend are heavily weighted towards sports based provision. Young people would like to maintain a focus on physical activity but they would also like a broader focus on emotional health and wellbeing, personal resilience, personal development and pathways into employment, life skills and arts based activities.
- Young people felt that there is a need for dedicated mental health support, especially since the Grenfell Tragedy.
- Young people said that there needs to be clearer approaches when working with young people who have mental health needs.
- A greater focus is needed on earlier identification and preventative work to support young people who need additional help.

#### 5.18. **Findings relating to the Grenfell Tragedy**

Young people have said the following:

- Rebuilding the community's trust in the Council requires a greater level of youth participation and decision making in matters that affect young people.
- Although the community are living with the experiences and losses from the Grenfell Tragedy all year round, there may be certain times of the year (such as holidays and during the anniversary of the Tragedy) where additional mental health support and provision should be enhanced.
- Young people felt that trauma may continue for some time and specialist support may be needed.

#### 5.19. **Engagement with Voluntary Sector Providers**



5.20. There has been extensive engagement that took place with the voluntary sector providers across RBKC that included events, site visits, meetings, informal discussions and questionnaires. The key findings have included:

- There is a real drive and enthusiasm from youth providers to work towards a better future and make services better.
- There is a large amount of diversity in the Borough as well as a variety of services. There are a number of local organisations and youth providers who are well positioned within the community to deliver services.
- The Borough has access to some great spaces; some of these, in particular safe spaces, could be better advertised to parents and young people.
- There is an opportunity to make better use of the resources that the Council has and to work in a more joined up way with providers across the Borough and to diversify the offer to young people.
- Providers wanted a refocusing of support for young people around careers guidance and mental health and wellbeing.
- Providers would like the inclusion of structured life skills courses and training to help with cooking, budgeting and wider employment.
- Providers wanted more training for staff in areas such as complex trauma and contextual safeguarding. Providers also wanted more training around impact measurement and the delivery of outcomes.
- Young people would like to establish a 'youth network' to ensure the offer is coordinated.
- There was an aspiration to form a governance structure which allows young people to participate in decision making.

5.21. By engaging with community voluntary sector organisations as part of this review, the Council has been bringing organisations together and offering opportunities to network and help coordinate the sector, assisting organisations in identifying synergies to work collaboratively. This is something that voluntary sector organisations have said needs to happen more systematically.

5.22. To ensure all organisations including voluntary organisations, are equipped to participate in competitive commissioning processes, the Council has run a number of events that will continue until April 2019. These events have/will set out engagement findings; intentions; and offering commissioning support in relation to meeting compliance requirements, e-tending portals, evidencing outcomes and bid writing.

### **Co-designing youth services**

5.23. As mentioned above, the co-design approach has involved collating the four themes and young people's priorities, then taking these back to young people to ensure that these had been captured correctly.

5.24. Based on these findings and themes, key components then emerged that young people want to see in a future model. Local Authority employed outreach workers

Theme/ component	What young people have told us	Proposed model to meet this priority
Participation and Youth Voice	<i>'It's really important that young people are listened to and have a meaningful role in shaping services that affect them'</i>	<ul style="list-style-type: none"> <li>• A Youth Participation Team will run a Youth Parliament across the Borough, which all young people can join to have their say</li> <li>• This team will also help to join up and connect existing youth groups and forums in the Borough</li> </ul>
	<i>'We want to be able to plan and run our own events'</i>	<ul style="list-style-type: none"> <li>• A Youth Opportunity fund will offer small amounts of funding for young people to run events</li> </ul>
Youth Clubs	<i>'Youth clubs are a space where we feel safe, with people who we trust'</i>	<ul style="list-style-type: none"> <li>• Support existing youth clubs which offer safe spaces for young people</li> <li>• Also run two 'youth hubs' which help to coordinate what is available</li> </ul>
Youth Hubs	<i>'There aren't enough opportunities to bring the community together'</i>	<ul style="list-style-type: none"> <li>• Provide a central hub in the North of the Borough and in the South, where community groups and youth clubs can deliver activities</li> </ul>
	<i>'There needs to be more support for small groups and organisations to offer high quality services'</i>	<ul style="list-style-type: none"> <li>• Offer support to organisations to develop the services they offer and to gain additional funding</li> </ul>
Outreach	<i>'I don't know what's available in the local area.'</i> <i>'I know what's available but I don't think it's for me'</i>	<ul style="list-style-type: none"> <li>• Outreach workers who meet young people out in the community, tell them what is available, and introduce them to activities and youth centres in their area</li> </ul>
Detached	<i>'I enjoy activities, but I don't want to go to a Youth Club'</i>	<ul style="list-style-type: none"> <li>• Run 'detached' activities which are not in a building but in community spaces or sites</li> </ul>
Pop-up activities	<i>'Community spaces have lots of potential and more activities could happen here.'</i>	<ul style="list-style-type: none"> <li>• Run 'pop-up' projects and events in popular community spaces</li> </ul>
Targeted support	<i>'Some young people are having a difficult time and might want to make positive changes'</i>	<ul style="list-style-type: none"> <li>• Highly trained youth workers can give 1:1 support to young people; e.g. to support them with education and employment.</li> </ul>

have created a 'co-design questionnaire' which sets out what young people have told us, and how the future model could meet these priorities.

5.25. The co-design questionnaire was used as a tool in one-to-one sessions, group sessions, an online questionnaire open to all residents, and a public forum which was widely advertised across the Borough.

5.26. The key components from this co-design booklet, and our proposals for how to include these within the future model, are as follows:

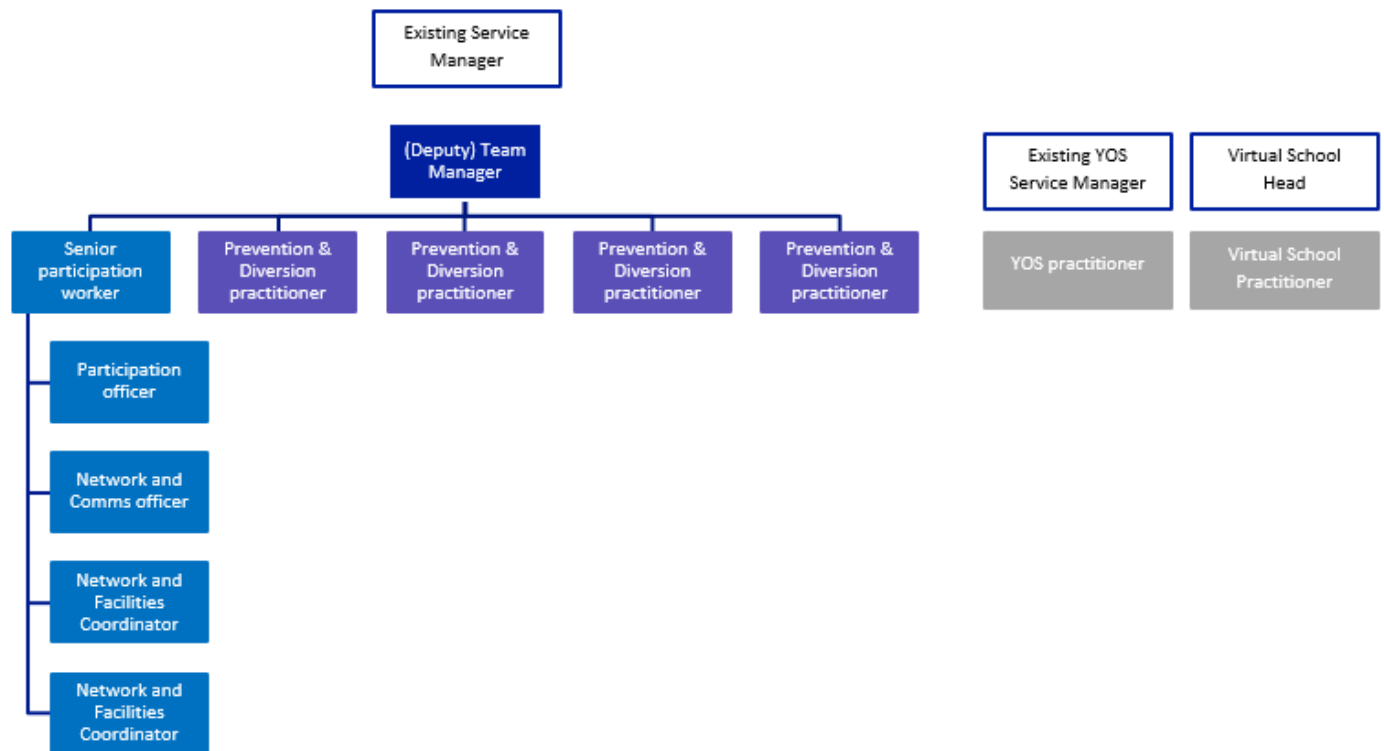
5.27. For the Engagement Findings Report, please refer to Appendix 4.

## **PROPOSALS AND SERVICE DESIGN**

- 5.28. The proposals for the future model have been developed through extensive engagement and consultation with parents and the community, and through ongoing 'co-design' sessions with young people. Through this process consistent themes and priorities have emerged.
- 5.29. To implement the most effective youth service, a mixed model of delivery is being recommended. This will include: procuring both detached and centre based services to meet local needs; establishing a Youth Foundation to support sustainability and coordination across the sector, and; extending Council run services to strengthen the prevention and diversionary offer for young people as well as to build a new model of youth participation. In this way, a whole systems approach is adopted by coordinating a broad offer to young people, maximizing community assets, delivering services in the community and aligning with the Early Help, Public Health, Community Safety, Economic Development and Education Services within the Council. Each of these elements are set out below.

### **Establishing a Council Offer for Youth Work and Youth Participation**

- 5.30. Based on what young people have said around feelings of safety in the Borough, greater support for vulnerable young people and a desire for their voice to be heard in decision making processes, the Council is proposing to establish a new team within the Early Help Service. The team will deliver Targeted Youth Support via 1-1 and group work sessions, carry out detached and outreach work in the community and establish a robust youth participation offer, including a Youth Parliament.
- 5.31. The proposed structure of the team is set out below:



5.32. The core services delivered by the team will be Targeted Youth Support, Detached and Outreach and Youth Participation and will form part of the Council’s Early Help offer to provide strengthened support to young people most in need of additional diversionary or preventative support as well as universal engagement and outreach.

**Targeted, detached and outreach Youth offer**

5.33. In order to identify young people sooner there is a need to enhance the detached and outreach offer. This will work alongside earlier identification in schools, colleges, youth clubs and alternative provision. Detached and outreach youth work is a method of engaging with young people that is non-centre based and works with young people in their community; that includes local estates and open spaces such as parks, squares and areas where young people spend time. The aim of detached and outreach is to inform and direct young people of universal services and activities in their locality as well as to identify young people who need more targeted support.

5.34. The new team will provide a high quality, effective and responsive Early Help and adolescence service for young people in RBKC who require targeted preventative and diversionary support via a case work model. It will encourage young people to get involved in activities that complement and enhance their physical and emotional wellbeing as well as support their educational attainment and transition to employment.

5.35. This offer will be visible within communities and will promote systemic practice and strengthen earlier identification and intervention as well as pathways into Council departments and partner services. This would ensure that services are aligned to Council policy priorities, practices, processes and systems, enable greater alignment

across Social Work, Youth Offending, Community Safety and Early Help services. This would enable youth practitioners to use the same approaches and develop systemic practices. It would reduce duplication of services and create efficiencies, as well as provide young people and families with a more joined up approach so that they know who to contact if they need support. This will also align with the recommendations that will come out of the forthcoming Community Safety Review.

5.36. For Targeted Youth Support and Detached and Outreach, the aim of these workers will be to achieve better outcomes for young people and families in the Borough by:

- Using the whole system approach to safeguarding children and young people
- Being part of Early Help and providing a high quality, effective and responsive service for young people and strengthening early identification and intervention for young people
- Providing support to access activities or provision in their local area and to inform young people of pathways for growth and personal development
- Providing young people with access to informal learning opportunities, information and resources
- Stimulating, positively challenging & empowering young people to make the right life choices
- Getting young people back into Education, Employment or Training (NEET interventions)
- Offering careers advice and guidance
- Offering tailored support to vulnerable groups
- To work with young people to affect changes in behaviour. This support requires clear link to the *Prevent* agenda
- To reduce further risk of serious youth violence
- To help young people become more resilient in their communities
- To support community cohesion

5.37. The proposed team will have a particular focus upon Contextual Safeguarding to support young people who do not typically engage with the youth offer, vulnerable groups and young people in areas of high deprivation. It will create clear pathways for schools, families and young people where young people's behaviour places them at risks of exclusion. The service will identify and link young people to other statutory services such as Community Safety, Education (SEND), Insights commissioned by Public Health, and Prevent as well as work with Education Services to develop additional options for those most at risk of exclusion (or who have been excluded). The team will also be able to address identified concerns such as a disproportionality of BAME in the criminal justice system and school exclusions.

### **Youth participation**

5.38. The new youth participation offer will also sit within the Council and will provide a platform for young people through the establishment of a proposed youth parliament to influence local decisions about the service they receive and identify spending priorities for a young people's participation fund. Practitioners will actively engage

with young people in their communities. They will deliver services out of the newly provisioned youth hubs and link in with youth clubs. These staff will provide positive activities to engage and develop the social and emotional capabilities of young people and support community cohesion and ongoing engagement. They will also work with youth hubs, youth clubs and the youth parliament to ensure that groups of vulnerable young people or young people from minority groups are able to participate, including those with Special Educational Needs or Disability.

5.39. The youth participation service will work closely with the network of youth forums in the youth hubs and youth clubs to promote the voice of young people and ensure young people are involved in decision making that affects them.

5.40. The newly established Youth Networking & Communication Officer will also oversee the £40k dedicated to the Youth Participation Fund which can be accessed by young people in Borough to design or commission smaller programmes and projects. The key functions of this role will also be to promote and advertise the youth offer in RBKC across the voluntary sector (in conjunction with the Youth Foundation); link in with the Economic Development Team to create pathways between local businesses and youth services; and finally establish lasting relationships with cultural organisations to promote cultural identity and arrange trips for young people to these sites.

5.41. The team will as a priority:

- Establish and run a Youth Parliament with an appointed Mayor and Young Commissioner, giving young people the opportunity to represent their wards about issues that affect their communities.
- Support the British Youth Council representative with the local Young Member of Youth Parliament and the Deputy Member of Youth Parliament
- Link with other youth forums to facilitate decision making opportunities.
- Link in with local cultural organisations to develop opportunities to broaden the horizons and life experiences of young people
- Support the annual international youth work conferences
- Support Looked After Children and Care Leavers by encouraging representation on the Youth Parliament
- Support the engagement and involvement of young people with SEND and all vulnerable groups
- Manage the youth opportunity fund, making it available to young people in the Borough and for projects run by the Youth Parliament.
- To promote and communicate the youth offer and services for young people across the Borough
- Ensure that the voice of young people is central to all future children and young people's service planning, review and development.

5.42. In this way, the Council furthers its commitment to increasing the aspiration and attainment of young people in the Borough. In particular, we want to improve standards of engagement and promote equality of opportunities for all young people. This will help ensure that all young people have the necessary qualities, skills and qualifications they need to succeed in life.

## **Strengthening Activity Based Provision in the Borough**

- 5.43. Young people have said that they want a broader range of activities that more closely align to their priorities. The new service will look to commission a programme of activities to reflect this. Young people would also like to make better use of local assets such as parks and open spaces to host a number of these programmes. There will be a core commissioned programme of activities across the Borough as well as shorter term, seasonal 'pop-up' activities shaped by young people on an ongoing basis.
- 5.44. A Youth Services Framework will be established. Core programmes and some bespoke/ 'pop-up' projects would be called off from this Framework. The types of activity based provision will include:
- Sports: including sports programmes, and Borough wide sports development, including delivery of the London youth Games
  - Life skills courses and activities
  - Arts based provision including dance, theatre, graphic design, music production
  - Cultural activities and engagement
  - Health and wellbeing projects
  - Enterprise and careers opportunities, information or advice
  - Social action or youth participation projects
- 5.45. Young people have told us that they want to have more of a say in how decisions are made. Once established the new youth parliament will be in a position to recommend the kind of activity based provision that is needed in the Borough. The Youth Parliament will have a fund of c. £40k per annum to run or commission projects of their own for young people, by young people.
- 5.46. To establish this arrangement, youth providers will be invited to join a framework agreement. In this way, providers on the Framework will be pre-approved to enable them to deliver part of the core youth programme of youth activities whilst building in flexibility to call-off additional services in line with youth feedback or potentially changing needs in the future. Providers will be strongly encouraged via the procurement process to ensure that these activities will also be as inclusive as possible to ensure that vulnerable groups of young people and young people from minority groups are able to access and are able to participate, including those with special education needs or disability.
- 5.47. In addition to this youth offer across the Borough, the Council has also transferred £431k to The London Community Foundation (via a Key Decision Report in August 2018 to Leadership) as part of its commitment to Game4Grenfell to help establish the Grenfell Youth Fund that has a number of other donors. With this transfer from the Council, the total Fund is worth £1.2M and will exist over a 5-year period and will award grants to local organisations working with young people who were victims of the Grenfell Tragedy or affected communities.

## Locality Based Provision

- 5.48. Whilst there wasn't complete consensus in relation to youth clubs and locality based provision a significant proportion of young people told us that they value youth clubs and see them as safe spaces but that they want both structured and unstructured provision to be delivered. Structured provision is likely to include specific activities relating to one of their priority areas, such as life skills and unstructured provision will be delivered on a drop in basis. To meet the drivers and priorities, the proposed approach is to create Locality Based Provision by establishing a network of two main 'Youth Hubs' (one in the North and one in the South of the Borough) and funding to 5 youth clubs across the Borough. These two main Youth Hubs will deliver services to young people, and coordinate a Youth Network of services and activities in their locality.
- 5.49. The drivers for Locality Based Provision includes:
- **Flexible and responsive offer:** which can meet changing needs of young people, and offer young people choice
  - **Community based provision:** based in locations which young people perceive as safe spaces, able to engage hard to reach and target groups of young people
  - **Impact and outcomes focus:** improving outcomes for young people, ensuring all young people have equal opportunities to access services and to develop positive futures
  - **To be well coordinated and communicated:** with a clear Borough wide offer to young people, which builds on strengths and specialisms of a wide range of partners and organisations
  - **To maximize strengths and assets of the Borough:** Providing coordination to ensure the best use of spaces and buildings accessed by young people and the community, to support organisations and community groups to develop and collaborate
  - **To use a whole systems approach:** with clear interfaces and pathways between services and early identification of need
- 5.50. The new centre based, locality provision will consist of two Youth Hubs:
- **A North Youth Hub:** this will be the Lancaster Road Youth Centre, and will coordinate activity across the North Youth Network (based across a North locality covering wards North of High Street Kensington). This location is proposed as this site is well situated for young people to attend: although based in Colville ward it sits at the intersection of 4 wards: Colville, Notting Dale, St Helens, and Golbourne.
  - **A South Youth Hub:** this would be the Chelsea Youth Club, and would coordinate activity across the South Youth Network (based across a South Locality; wards South of High Street Kensington). This location is proposed due its location in the ward of Chelsea riverside, where there is a high level of need.



- 5.51. It is proposed that the Council will retain overall responsibility for the two youth hub sites and will directly manage the buildings between the hours of 10am and 6pm, thereby retaining oversight and coordination of the facilities and space. This would give maximum flexibility to offer this space to other community groups, organisations and Council services during the day. Provision delivered from the two main Youth Hubs will be Council coordinated, overseen by two Network and Facilities Coordinators. The hubs will look to open up these two spaces for mixed use which will include an evening and weekend youth offer (including both structured and unstructured provision delivered by a third party) as well as time in the morning and early afternoon for communities and partners to access the site. It is proposed that two providers are then commissioned to deliver a universal youth offer from each Youth Hub during weekday evenings, after 6pm.
- 5.52. In addition to the two Youth Hubs, the Council will also provide funding to 5 eligible youth Clubs following a competitive procurement exercise. These youth clubs will need to supply their own buildings and would be strategically located in areas of need and each club will deliver 2 to 3 evenings of open access youth provision and more structured programmes and activities, in line with the priorities young people have identified. The proposal is that these sites might be, however, bids may be considered from providers operating within other parts of the borough:
- 2 x Notting Dale Ward
  - 1 X Golbourne Ward
  - 1 X Dalgarno Ward
  - 1 X Redcliffe, Stanley and Earls Court
- 5.53. These Youth Hubs and Youth Clubs will deliver a range of activities, support and programmes for young people in line with their 4 priority areas, these being Future & Ambition; Safety & Security; Community & Environment; and Health and Happy Lives as well as unstructured, open access provision.
- 5.54. Activities run by youth hubs and youth clubs will be accessible and open to vulnerable young people or young people from minority groups. These groups may include young people with special educational needs or disabilities, children in care, care leavers, young people from traveler communities, young people from the LGBTQI+ community or young people from BAME communities.
- 5.55. The Council will also continue to provide water sport provision in the North and South of the Borough.

### **Youth Foundation**

- 5.56. Community and voluntary sector providers have consistently highlighted a need for greater collaborative working and coordination of the youth offer, and support for the sector to better join up, build capacity and secure long term sustainability.
- 5.57. It is therefore proposed that a Youth Foundation is established to complement the Council's Activity Based Provision and Centre Based Locality Provision. A

Foundation model enables the sector to be innovative, creative and more robust in securing long term funding as it sits outside of Council funding arrangements.

5.58. This Youth Foundation will support the Framework and all voluntary sector providers across the Borough in the following ways:

- i. Work as a strong consortium to *fundraise collectively* in order to:
  - Secure funding from *new* sources (e.g. Big Lottery and European Social Fund) into the local area
  - Attract corporate and individual funding streams. The Young Persons Foundation will be a practical and simple way for the corporate sector to engage with CYP organisations
- ii. Organise sector (and location) specific capacity building including training events, advice sessions and a forum for organisations to share ideas and best practice
- iii. Coordinate sector networking opportunities and support services. The Foundation will link in closely with the Networking & Communication Officer in the Council to develop this area jointly and in a coordinated way.
- iv. Share venue spaces and develop a 'venue bank'

5.59. Benefits of the Foundation model outlined above would include:

- Provision of fundraising expertise to smaller organisations
- Embedding coordination and collaboration within the voluntary sector; especially needed in RBKC as this has been a constant theme from engagement with the market that there is a need for collaboration and the coordination of a network
- Sharing knowledge of alternative funding streams between member organisations as part of this network, thereby promoting sustainability and reducing competition.
- A Foundation model encourages organisations to be less dependent on one sourcing supply and to attract additional funding streams.
- the Council will be members on the Board and work closely with other members in shaping the priorities and vision of the sector.
- The Foundation model supports the sustainability of smaller and local 'grass roots' organisations in RBKC.

## 6. COMMISSIONING AND PROCUREMENT PROCESSES

6.1. Subject to approval by Leadership, there will need to be 3 work streams to undertake the commissioning and procurement activity that will implement the new youth offer as detailed below.

### **Establishing a Targeted Youth Support, Detached Outreach and Participation team within the New Early Help Service**

- 6.2. Commissioners will work with the Early Help Service to establish the new youth focused Early Help Team. Key activities will be to compile new job descriptions; establish posts and structures; plan for and implement logistical arrangements such as equipment and location of the team; develop working methodology and associated processes such as IT business processes, implement an outcomes framework and create pathways (including step down and step up arrangements) with other teams and services. Commissioners will work with IT to implement a new case management system and any other system requirements such as IYSS. Importantly, TUPE and corresponding HR process will follow so that the new team can commence from 01 September 2019.
- 6.3. Alongside this activity, there will be a detailed transition plan to ensure that relevant services and caseloads transfer to the new service. It is essential to reduce disruption to services and ensure young people continue to receive the right provision at the right time.

### **Procurement strategy and approach**

- 6.4. This strategy recommends conducting a number competitive exercises in early 2019 for the provision to youth related services for young people in RBKC. Undertaking competitive procurement processes will ensure services are delivered by providers with the appropriate expertise and infrastructure to deliver services to a consistently high standard whilst offering value for money.
- 6.5. Ahead of the procurement exercise, service specifications will be co-designed with young people and a range of appropriate and proportionate key performance indicators (KPIs) will be developed so that winning providers are able to articulate outcomes and impact that their services are having on young people. These KPIs will be designed to focus service delivery to the identified priorities that young people have defined as part of the engagement.
- 6.6. The recommended option is to conduct the following processes under the light touch regime of the Public Contracts Regulations 2015 (“PCR”):
  - (i) A tender process to establish an ‘Open Framework’ from which Activity Based Provision consisting of a core programme of activities and more bespoke, seasonal projects (‘pop-up’ activities) can be ‘called-off’.
  - (ii) Open tender processes for the provision of service at Youth Hubs, Youth Clubs and the Water Sports sites.

### **‘Open Framework’ for Activity Based Provision**

- 6.7. As the proposed services fall under the remit of the Light Touch Regime authorities have the flexibility to use any process or procedure they choose to run a procurement in line with requirements of the Regulation 74 – 77 of the Public Contract Regulations 2015.

- 6.8. In this instance, the Council is establishing an 'open framework' agreement with multiple suppliers for a period of 4 years that will set-out the terms and conditions for making specific purchases (call-offs via mini-competition). The framework specification will cover the provision of a core programme of activities in relation to youth related services for young people and more bespoke, seasonal and/or time-specific projects.
- 6.9. The open framework differs from those let under the non-light touch regime in that the Council, exercising its flexibility, may periodically 'open' the framework for providers to submit applications to join, particularly if it needs to increase capacity or respond to emerging need that falls within the remit of the specification for the framework. If the Council decides to open up the framework for applications, it will do so on the terms and conditions and on the same criteria as stated in the Invitation to Tender.
- 6.10. It is recommended that an OJEU compliant procurement process under the Light Touch Regime, to establish the open framework, is undertaken in early 2019. As the value of the anticipated work expected to be 'called-off' the framework (over the life of the framework) is anticipated to be above the Light Touch Regime threshold of £615,278, the opportunity to join the open framework will, as required, be advertised in OJEU, Contracts Finder and on capitalEsourcing's opportunities notice board.
- 6.11. The value of the work expected to be 'called-off' over the life of the framework is anticipated to be between £1.2m and £2m. This takes into account the potential for 'call-offs' to be made, within scope of the specification for the framework, by other teams or departments in the Council such as Public Health, Community Safety, Youth Offending Team and Education.
- 6.12. Providers who submit applications to join the framework will be assessed in terms of compliance, eligibility, suitability, capacity, financial standing, safeguarding and other relevant Council standards. The evaluation of submissions will be assessed on a pass / fail basis against the stated criteria in the Instructions to Tender document. All providers who are successful at this stage will be awarded a place on the framework.
- 6.13. Individual contracts will be awarded from the framework using a 'Call-off' process (mini-competition) that will involve making all providers on the Framework aware of the opportunity. Interested providers will immediately be able to access the mini-competition documentation (which will include the specification of the service required) and will be required to submit service specific responses, information and pricing. Provider submissions will be evaluated against the criteria set-out in the documentation issued and a service contract will be awarded accordingly.
- 6.14. A provider's response at a call-off stage will be assessed on the basis of the most economically advantageous tender with 60% – 70% allocated to quality and 40% - 30% allocated to price. The exact percentages will be stated at the time of a 'Call-off' and will be appropriate to the service requirements and price ceiling.

- 6.15. Where appropriate for the specific service being called-off the framework, there may be question(s) at the call-off stage that are evaluated on a pass / fail basis. The Council will eliminate providers who do not pass such questions. The requirement for such questions will be detailed in the mini-competition documents.
- 6.16. There will be questions at the call-off stage that assess the quality of submissions and providers will be required to respond against the stated quality criteria. To pass this aspect of the evaluation, providers will be required to obtain the minimum score stated in the Invitation to Tender Document in response to each method statement question.
- 6.17. Due to the potential varied and diverse range of services that fall under the scope of the proposed framework, the exact quality criteria (along with its relative weighting) will need to be tailored around the specific requirements of the service, young people and the needs of the local area. Furthermore, the intention is to, where appropriate, involve young people in setting the exact quality criteria.
- 6.18. Although the exact quality criteria and relative weightings cannot be clearly stated yet, they will be selected from the quality criteria stated in the table below and will be appropriate to the specific service being called-off the framework and proportionate to the value of the contract.

Quality Criteria
Service provision and marketing
Youth work practice
Decision making processes for young people
Hard to reach communities
Measuring impact
Mobilisation and delivery
Project Proposal
Service Specific Criteria
Added value (social value)

- 6.19. As required, the proposed call-off criteria, and all relevant weightings will be clearly stated in the mini-competition documents.
- 6.20. It is anticipated that only the winning bid will be awarded the contract for any particular 'Call-off'. However, if the service requires, the Council may award multiple bidders a contract under a particular 'Call-off' (exact details of which will be specified at the time of a 'Call-off').
- 6.21. Once the procurement process has concluded and contracts have been awarded Commissioners will work closely with providers that have been successful in order to implement the mobilisation plans that they submitted as part of their tender in a coordinated and well communicated way. Mobilisation will include logistical

arrangements; staffing; scheduling and planning; having a robust communication plan to ensure services are well promoted and uptake is high; establishing pathways and links with partner agencies and other relevant stakeholders; that young people and service users (where applicable) transition safely and appropriately; working the Contracts Team to implement a KPI framework; and establishing regular monitoring and performance meetings.

### **Procuring youth hubs, youth clubs and water sport facilities**

- 6.22. In relation to provision of services at Youth Hubs, Youth Clubs and Water Sports sites, the recommended option is to run open procurement processes in early 2019 with a view to having new services and contracts in place from 1st September 2019 (when the current service contracts expire).
- 6.23. In total there will be 8 contract opportunities that will be commissioned, each for an initial period of 24 months with the option to extend (for a period or periods) of up to a further 24 months. These are likely to be in the following areas:
- South Youth Hub: Chelsea
  - North Youth Hub Lancaster
  - Watersports Facilities (North & South)
  - Dalgarno Ward Spoke
  - Golbourne Ward Spoke
  - Notting Dale Ward Spoke 1
  - Notting Dale Ward Spoke 2
  - Redcliffe Ward Spoke
- 6.24. Affordability envelopes will be applied to each of the contracts. This means that any bid that exceeds the stated value will be rejected. The Council has come to these contract values by undertaking benchmarking for service provision from other Local Authorities, current provision and profiling the cost of service delivery.
- 6.25. As part of the procurement process, bidders will be informed of the total financial envelope per contract over 4 years including a step down from year 1 to year 2 once services are fully mobilised.
- 6.26. Organisations in the voluntary sector have fed back to the Council that they would value longer contracts. The Council has therefore set out a number of contract opportunities over a 4-year period. Additionally, the Council is jointly funding the establishment of a Youth Foundation to help organisations in RBKC to identify alternative funding to be sustainable.
- 6.27. Awarding contracts for an initial period of 24 months will allow new services to embed and develop. It will also enable services to run for an appropriate period that facilitates meaningful evaluation. The contracts can be extended for up to a further 24 months, subject to performance and budget, that will allow for well performing services to continue as well as providing providers with stability and aid business planning.

- 6.28. It is proposed that each of the 8 contract opportunities will be evaluated on the basis of the most economically advantageous tender with 70% allocated to Quality and 30% allocated to Price with an upper affordability cap in place.
- 6.29. There will be three stages in the evaluation process once tenders are submitted, these being: Stage 1: 'Compliance'; Stage 2: 'Quality' and Stage 3: 'Price'. All tenderers are required to pass each stage in order for their submission to progress to the next stage of the process.
- 6.30. **Stage 1: Compliance** will assess compliance, eligibility, capacity, financial standing and safeguarding and other relevant Council standards. These will be assessed on a pass or fail basis.
- 6.31. **Stage 2: Quality** will assess the quality of tender submissions. The quality aspect of the evaluation process represents 70% of the total final score. Providers will be required to respond against the stated quality criteria. To pass this stage, providers will be required to obtain the minimum score stated in the Invitation to Tender Document in response to each method statement question.
- 6.32. The key criteria to be used for the evaluation of the Stage 2: Quality element of tender submissions are included in the table below. Exact weightings for each of the 8 proposed contracts will be set during the co-design with young people and will be tailored around specific requirements of the service; young people and the needs of the local area. However, the weightings for the quality criteria will fall within the ranges specified in the table below and in all circumstances will total 70%:

Quality Criteria	Weighting % Range
Service provision and marketing	(14 - 20)
Youth work practice	(8 - 10)
Decision making processes for young people	(10 - 12)
Hard to reach communities	(8-12)
Measuring impact	(14 - 20)
Mobilisation and delivery	(8-12)
Added value (social value)	(6-8)
<b>TOTAL Quality Marks</b>	<b>70</b>

- 6.33. **Stage 3: Price** of the evaluation process will assess the price of the tender submissions and will represent 30% of the total final score available. The tender with the lowest total contract value will automatically score 30% with other tender submissions being scored on a pro rata basis against it.

6.34. Finally, the percentages awarded to each tender for Quality and Price will be combined to arrive at the most economically advantageous tender to recommend the winning provider.

### **Establishing a Youth Foundation**

6.35. In order to establish the RBKC Youth Foundation, the Council will form the initial and core membership of the Board of Trustees; it will assist in recruiting a Chief Executive Officer of the Youth Foundation who in turn will recruit essential members of staff to help build the infrastructure of the Foundation.

6.36. The Council will also assist in compiling the terms of reference that sets out the role of the Youth Foundation and its relationship with the Council as well as help coordinate a launch event. The Council notes that ultimately the Foundation will be an independent body to the Council and will act in accordance with its Constitution.

### **6.37. Key milestones**

6.38. The Council will ensure that there are robust project management and communication plans to mobilise the contracts and implement the new youth offer. In summary, mobilisation activities will include the following activities (based on a proposed timetable):

<b>Date</b>	<b>Description</b>
29 November 2018	<ul style="list-style-type: none"> <li>• Scrutiny</li> </ul>
12 December 2018	<ul style="list-style-type: none"> <li>• Leadership</li> </ul>
December 2018	<ul style="list-style-type: none"> <li>• Extend EPIC contract to 31 August 2019</li> </ul>
From December 2018	<ul style="list-style-type: none"> <li>• Start with recruitment for Youth Foundation Trustees and register Foundation as a charitable entity</li> </ul>
From December 2018	<ul style="list-style-type: none"> <li>• Commence with phase 2 service design to establish new Early Help Team (inc. JDs and operating model)</li> </ul>
January 2019	<ul style="list-style-type: none"> <li>• Market day with organisations to set out commissioning intentions and generate interest</li> </ul>
01 January 2019	<ul style="list-style-type: none"> <li>• Launch new NEET Tracking contract (awarded in November 18)</li> </ul>
February 2019	<ul style="list-style-type: none"> <li>• Launch procurement for youth hubs and youth clubs and open framework for activity based provision</li> </ul>
March 2019	<ul style="list-style-type: none"> <li>• Evaluate submitted tenders for youth hubs and youth clubs</li> <li>• Consultation with any eligible staff if TUPE applies</li> </ul>
May 2019	<ul style="list-style-type: none"> <li>• Award contracts</li> </ul>
May 2019	<ul style="list-style-type: none"> <li>• Commence mobilisation of commissioned services</li> <li>• Recruitment to vacant posts</li> </ul>
July/August 2019	<ul style="list-style-type: none"> <li>• New offer open days and roadshows</li> </ul>
31 August 2019	<ul style="list-style-type: none"> <li>• Current arrangements cease</li> </ul>
01 September 2019	<ul style="list-style-type: none"> <li>• New services go live:               <ul style="list-style-type: none"> <li>• New Early Help Team is launched</li> <li>• Youth Hubs and Youth Clubs are launched</li> <li>• Core Activity Based Provision is launched</li> </ul> </li> </ul>



## 7. OPTIONS AND ANALYSIS

- 7.1. Six summary options are outlined below for the future of youth services from 1st September 2019 onwards. A more detailed analysis underpins this where the benefits, disadvantages, risks, alignment to key drivers and value added were assessed. In summary, these are:

**Option 1:** Don't extend the contracts and don't review the service.

- 7.2. Youth contracts were due to cease in March 2019. If nothing changes, either services would cease or the Council would be out of contract. Services have not been reviewed 2014 and since then the sector has changed and diversified.
- 7.3. It would not be good commissioning practice to allow the contracts to end without a clear plan in place.
- 7.4. This is not the recommended option.

**Option 2:** Extend current EPIC CiC as well as voluntary sector arrangements for a further 2-3 years.

- 7.5. This option would include re-specifying and extending the EPIC CiC contract.
- 7.6. This option is not viable as it would mean maintaining the 'as is' service offer for a further 2-3 years when change is needed; due to the changing context in the Borough, and the identified needs and priorities of young people. This option would not meet what is required of youth services and in any event is not compliant with current legislation.
- 7.7. This is not the recommended option.

**Option 3:** Bring all commissioned services back within the purview of Council control.

- 7.8. In this option, all components of the main commissioned youth contract would come in-house and this includes youth club and open access provision, youth participation, detached and outreach work, community safety and gangs work and targeted youth support.
- 7.9. Funding to other voluntary sector organisations would cease, and support would be given to the youth sector in bidding for grants from other sources.
- 7.10. This option is not viable due to the strategic aims of RBKC to work closely with the community and with local providers in delivering services. Many local community and voluntary sector organisations are delivering services in RBKC, and across the

Council there is a commitment to working collaboratively with the community and maximising local assets, including these well regarded local providers.

7.11. This is not the recommended option.

**Option 4:** Re-procure all components of youth services to the market

7.12. In this option a procurement would be run for services to commence on the 01st September 2019 for youth club services and other components including youth participation, detached and outreach work, community safety and gangs work and targeted family support.

7.13. This option would be viable but is not the recommended option as this would not deliver the desired integration between Council services and external provision, or deliver the targeted outcomes that young people have said matter to them. With no provision in-house there would be potential for lack of oversight of services and fragmentation across a system of multiple-providers.

7.14. This is not the recommended option.

**Option 5:** Mixed economy model: bring key components back into Council control, procure locality based provision and activity based provision.

7.15. This option, combined with option 5 below, is the recommended option, as it would best meet the priorities of young people, diversify the offer and maximize Council and wider sector resources and expertise.

7.16. This option is recommended because it was found to be the most aligned to drivers of young people, parents and community groups and voluntary sector organisations.

7.17. With this option there would be a mixed model. Components of the current commissioned offer would instead be delivered by a new Early Help Team.

7.18. A specification would be developed for youth club provision and youth provision within two 'hub' sites. A procurement of these elements would be run in time for services to commence on 1st September 2019. In addition, a framework style agreement would be established which providers could apply to join to deliver core programmes of activities and bespoke, offering a flexible model of delivery.

7.19. This option, combined with option 5 below, is the recommended option, as it would best meet the priorities of young people, diversify the offer and maximise Council and partner resources and expertise.

7.20. In particular, it would address several key areas and priorities including:

- Ensuring young people have a voice in shaping services, through both coordinating and joining up existing youth forums and establishing a borough wide youth participation function

- Offering a more diverse range of activities across the Borough, which is flexible and responsive to needs of young people and provides opportunities for a wide range of providers to deliver services.
- Maintain youth clubs as safe spaces for young people to access whilst developing additional community venues and other spaces where services can be delivered.
- Promote engagement and outreach both through the in-house detached and outreach team which would be well placed to link young people into both council and provider services, and engagement of hard to reach and target groups of young people by providers who are well regarded and trusted in the community.
- Deliver a more joined-up and whole systems approach with an integrated offer from both Council services and providers.
- It would result in fewer referrals for young people due to a strengthened focus on early identification and prevention.
- Offer a central coordination function of the overall offer.

**Option 6:** One of the options above, with the development of an RBKC Youth Foundation to sit alongside the youth offer.

- 7.21. Establish an independent charity that will act as an umbrella organisation for all providers in the voluntary sector that work with young people. This organisation will sit outside of the Council and help to sustain, capacity build and support the voluntary sector in the Borough.
- 7.22. This model could sit alongside any of the options identified above; it would support the sector enabling organisations to develop sustainable services and bid for alternative funding streams, coordinate the youth offer and enable providers to share resources and spaces.
- 7.23. An options appraisal was carried out to explore various foundation models that would best meet the needs of RBKC. The Youth Foundation model is being recommended given that the aims and objectives of this model are consistent with what is needed in the Borough, including areas such as income generation on behalf of the sector, as well as the fact that the Youth Foundation is expected to receive external match funding from John Lyons.

**Recommended option:**

- 7.24. Option 5 in conjunction with Option 6 is the recommended option. Locality Based Provision would be re-procured, Activity Based Provision would be established by implementing a Framework for providers, and a new extended Early Help Team would be established by 31 August 2019.
- 7.25. Alongside this, the Council will commence with activity to set up a Youth Foundation once the key decision is approved.
- 7.26. This option is recommended as it diversifies the youth offer, it enhances activity based provision, enables an integrated and whole systems approach that maximises expertise of the voluntary sector and the Council. This option would ensure open

access provision is maintained and delivered by local organisations that are known and trusted in the community.

7.27. Were a Foundation to be established, we would be able to build capacity within the voluntary sector to ensure they can participate in grant and procurement processes whilst maintaining a core offer outside of the Foundation.

## 8. RISKS AND ISSUE MANAGEMENT

8.1. The Council has maintained a risks and issues register in order to map out potential risks and formulate corresponding strategies to mitigate these risks. The table below sets out a summary of the key risks that have been identified and actions taken to mitigate against them:

	Potential risks	Mitigations
A	<p>There is a potential risk that the proposed service model does not achieve the intended objectives or does not achieve the desired outcomes for young people and the community.</p>	<ul style="list-style-type: none"> <li>• Extensive engagement and consultation with young people, parents, community groups, voluntary organisations, internal stakeholders and other relevant stakeholders has taken place to ensure that the proposals developed are well informed and meet the intended objectives and outcomes for young people. These services will also be co-designed by these stakeholders, meaning that they directly contributed to shaping these outcomes.</li> <li>• A whole system approach has been applied to ensure there is a robust and cohesive service offer.</li> <li>• The service delivery model is based on an analysis of need; the engagement and findings work; benchmarking with other Local Authorities across London; analysis of relevant service models used in other Local Authorities; lessons learnt from current service offer and commissioned services.</li> <li>• Service specifications will be designed to support the intended objectives and outcomes for the proposed service delivery model.</li> <li>• The Council will coordinate and evaluate the service offer and where required make recommendations to refine and develop the offer to the intended outcomes being developed.</li> <li>• The new Networking &amp; Communication Officer will co-ordinate and raise awareness of the youth offer to ensure the intended benefits are realised.</li> <li>• The Youth Foundation will provide networking, training and capacity building opportunities to the sector that will strengthen the service model</li> </ul>

		<p>(including delivering outcomes and evidencing the impact).</p> <ul style="list-style-type: none"> <li>• The Council has been supporting organisations to articulate their offer in terms of outcomes via a number of events. Once the Foundation is established, it will continue this capacity building work.</li> </ul>
B	There is a potential risk that the service model may not be flexible or responsive	<ul style="list-style-type: none"> <li>• The commissioning model that includes a Youth Services Framework will enable a varied range of provision to be sourced to meet changing needs in the Borough.</li> <li>• The structure of the service model is designed to allow for flexibility and to be responsive in terms of services available.</li> <li>• Young people will have a budget from which they will be able to directly deliver or commission additional services throughout the year.</li> <li>• Targeted Youth Support, Detached and Outreach and Youth Participation affords the Council greater control and ability to adjust services as required in a responsive manner.</li> </ul>
C	Budget reductions result in a less favourable service	<ul style="list-style-type: none"> <li>• The Council has undertaken benchmarking with other Local Authorities and service delivery models to compare provision and it was found that RBKC is well funded in comparison to other London Boroughs.</li> <li>• The review of current arrangements has identified opportunities to make efficiencies and remove duplication without impacting on service delivery.</li> <li>• Engagement with stakeholders has focussed the youth offer to four key areas and this is where the Council will focus its funding. The new service will result in increased provision in relation to areas that young people say matters most to them.</li> <li>• In the long term, the Youth Foundation will support the organisations in the Borough to source alternative funding streams in addition to the Council's funding.</li> <li>• The Youth Services Framework will allow for flexibility in spend.</li> <li>• Break clauses will be built into the contracts with the options to extend based upon performance and available budgets.</li> </ul>
D	There is a potential risk that Council departments are double	<ul style="list-style-type: none"> <li>• As part of this review, an internal mapping exercise took place to understand duplication amongst department across voluntary sector spend. This</li> </ul>

	funding the same services or outcomes from organisations.	has also led to greater alignment of provision and coordination of the offer. This approach will continue across departments to ensure value for money.
E	There is a potential risk that there is not continued involvement of young people in the service offer once services are commissioned.	<ul style="list-style-type: none"> <li>• The Council has established various ways for the voice of young people to be heard in the new service design. These include Youth Parliament (with an appointed Young Mayor and potentially a Youth Commissioner); a more coordinated approach to ensure youth forums engage with each other in youth hubs, youth clubs and the Council; a more coordinated approach with School Councils; engagement with internal stakeholders such as the Children in Care Council in LAC and Leaving Care; YOT; Community Safety and Public Health;</li> <li>• The Networking &amp; Communication Officer and the Youth Foundation will provide regular co-ordination of voluntary sector events to facilitate networking discussion and feedback from across the sector.</li> </ul>
F	There is a potential that a foundation model does not deliver the intended benefits.	<ul style="list-style-type: none"> <li>• The Council carried out analysis of how best to support the sector and as part of this it benchmarked other arrangements across London. Lessons have been learned from other Local Authorities in how to best implement these arrangements: the key elements are to ensure sustainability, capacity building, networking and resource sharing.</li> <li>• The recommended option to establish a Youth Foundation has been implemented in a number of Local Authorities and has been found to achieve the intended benefits.</li> <li>• In establishing these arrangements within RBKC, the Council will set out clear governance as well as terms of reference that defines the role of the Youth Foundation as well as its relationship with the Council.</li> </ul>
G	There is a potential risk that organisations cannot participate in commissioning activities because they cannot meet required compliance standards (such as Safeguarding) or that these standards are disproportionate.	<ul style="list-style-type: none"> <li>• The Council has commissioned capacity building training, including training in relation to safeguarding, that will be offered to local community and voluntary sector providers in preparation to participate in commissioning activities.</li> <li>• The Council will sign post providers to the training, advice and guidance that is available through the Local Safeguarding Children’s Board (LSCB).</li> <li>• The initial threshold to qualify will be based on minimum Council standards which means that these compliance standards will not be onerous.</li> </ul>

		<ul style="list-style-type: none"> <li>Once the Youth Foundation is established, it will also offer ongoing capacity building support to organisations.</li> </ul>
H	There is a potential risk that young people disengage with services during transition	<ul style="list-style-type: none"> <li>As part of the mobilisation of new contracts and arrangements, transition and communication plans will need to be robust to ensure that services transition in a safe and seamless way and that young people and parents are kept up to date about these arrangements.</li> <li>The Council will also ensure that the new offer and arrangements are widely communicated across multiple channels.</li> </ul>

8.2. Please refer to Part B for further risks and mitigation.

**9. HUMAN RESOURCES AND EQUALITIES IMPLICATIONS**

9.1. In 2014, youth services ceased to be provided by the Council. Instead, EPIC CiC was established as an independent organisation and these services were commissioned to EPIC CiC via a 5-year Business Agreement which ends on 31 August 2019. Council staff transferred from the Council to EPIC CiC to provide these services.

9.2. This report proposes to cease commissioned arrangements for a number of core youth service function that include Targeted Youth Support; Detached and Outreach; and Youth Participation.

9.3. It is intended that a new Prevention and Diversion Team will be established in the Adolescent Service consisting of the following members of staff:

- Prevention and Diversion Deputy Manager
- X4 Prevention and Diversion Practitioners
- X0.6 Senior Participation Practitioner
- X1 Participation Practitioner
- X1 Networking & Communication Officer
- X2 Network and Facilities Coordinators

Note: The team will be managed by an existing Team Manager located in Adolescent Service which sits within Early Help.

9.4. Additionally, there is currently a member of EPIC CiC staff (0.6 FTE) co-located with the Youth Offending Service as well as a co-located member of EPIC CiC staff (0.5) with the Virtual School. The proposal in this report recommend ceasing commissioned arrangements and instead creating these posts within Council to be managed within the Youth Offending Service and the Virtual School respectively.

9.5. It is not yet known if the conditions are present for there to be a relevant transfer of staff under Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE). When reliable information is obtained, the facts can be examined to

determine whether any EPIC CiC employees will transfer automatically into the newly established posts referred to in paragraphs 10.3 and 10.4.

- 9.6. For more information regarding HR Implications, please refer to Part B.
- 9.7. An Equalities Impact Assessment has been completed as part of the youth review and the assessment has found that there are no groups of young people that are negatively impacted by these proposals.
- 9.8. Implications John Clinch, Shared Legal Services, tel: 07843 259190

## **10. LEGAL IMPLICATIONS**

- 10.1. Section 507B of the Education Act 1996 / Statutory Guidance for Local Authorities on Services and Activities to Improve Young People's Well-being:- requires that every local authority in England must so far as reasonably practicable, secure for qualifying young people (13-19 year olds and up to 24 year olds for young people with learning difficulties) in the authority's area access to sufficient educational and recreational activities (positive leisure-time activities) which are for the improvement of their well-being, and sufficient facilities for such activities.
- 10.2. Based on the information in this report the Council has taken the necessary steps to ascertain the views of children/young people and has taken them into account in making decisions about the intended changes to the services and activities for them in line with Article 12 of the United Nations Convention on the Rights of the Child (UNCRC), Section 507B (9) of the Education Act 1996 and the Children's Act 2004.
- 10.3. Youth Services currently fall under the light touch regime of the Public Contracts Regulations 2015 ("PCR").

### **Cease commissioned arrangements for Targeted Youth Support, Youth Participation and establish a Targeted Youth Support and Detached Outreach Service within Early Help Services.**

- 10.4. Based on the information in this report the Council appears to have undertaken relevant consultation with service users and the youth, as detailed above to formulate their decision to cease the current arrangements for Targeted Youth Support and Participation and establish services within Early Help Service to be provided directly by the Council.
- 10.5. The Council also appears to have undertaken relevant consultation with the voluntary and community sector at the earliest possible stage when planning and developing these proposed programmes and services in accordance with the Kensington and Chelsea Compact.
- 10.6. Moreover, given the nature of the Early Help Service and its anticipated cost of £524,148 per annum, the creation of this Service is a Key Decision under Article 7.10



of the Constitution as it involves income or expenditure of more than £100,000 and is likely to have a significant impact on the community in one or more electoral wards.

### **Provision of service at Youth Hubs, Youth Clubs and Water Sports sites.**

- 10.7. It is understood that in relation to provision of services at Youth Hubs, Youth Clubs and Water Sports sites, the recommended option is to run open procurement processes in early 2019 with a view to having new services and contracts in place from 1st September 2019 (when the current service contracts expire).
- 10.8. The value of each of the proposed contracts fall below the relevant threshold of £615,278 and accordingly the procurement of these contracts do not trigger the full implications of the Public Contracts Regulations 2015 (PCR's) and Chapter 8 of the PCR's would be applicable. However, if these contracts are aggregated together for the purposes of the PCR's, Section 7 of the PCR's would be applicable. In any event the proposed procurement process is compliant under both Chapter 8 and Section 7 of the PCR's. In accordance with Code 2.19 (b) of the RBCK Contract Regulations (Regulations), the procurement process for these services must be in accordance with the relevant PCR's. The proposed procurement process must ensure compliance with Codes 2.28 and 2.23 / 2.24. Moreover, if these contracts are indeed aggregated together, they would be considered as a Key Decision, so will therefore have ensure compliance with the relevant measures in the Regulations and Article 7.10 of the Constitution.

### **Procurement of Activity Based Provision**

- 10.9. It is understood that the Council propose to procure a pseudo framework agreement in respect of the provision of these services.
- 10.10. The aggregate value of these contracts is above the relevant threshold of £615,278 and accordingly Section 7 of the PCR's is applicable to the procurement procedure. Under Section 7 the rules are flexible on the types of award criteria that may be used, as long as the procedure meets the mandatory requirements of; (i) the Treaty principles of transparency and equal treatment; (ii) reasonable and proportionate time limits for responding to adverts and tenders, (iii) the procurement is advertised appropriately (iv) conformity with the information provided in the OJEU advert (v) the contract award is published.
- 10.11. Legal Services consider that the (i) requirements of the pseudo framework agreement; (ii) the provisions to call-off from the agreement provides transparency and equal treatment to all bidders.
- 10.12. The proposed procurement process must ensure compliance with Codes 2.28 and 2.24 of the Regulations. As it is a Key Decision, compliance with the relevant measures in the Regulations and Article 7.10 of the Constitution must be adhered to.

### **Establish a Youth Foundation**

- 10.13. It is understood that the Council wish to set up a Charitable Incorporated Organisation (CIO) under the Youth Foundation Model provided by John Lyons. Under Section 1(1) of the Localism Act 2011, a Council is permitted to do anything an individual can do, unless prohibited by law (and subject to public law principles). It is understood the Foundation is not intended to provide any services the Council are obliged by statute to provide.
- 10.14. The Council would have to apply to register the Foundation with the Charity Commission. Moreover the Foundation must ensure the following; (i) The purposes for which the Foundation exists must be exclusively charitable, (ii) the Foundation must be independent from the Council, (iii) it must only undertake activities that are within their objects and powers, (iv) it must be independent of government and other funders, (v) trustees must act only in the interests of the charity and its beneficiaries, (vi) trustees must make decisions in line with their duty of care and duty to act prudently. Also given the collaboration with the John Lyon's Charity, the Foundation should consider and act in compliance with the Charity Commission's guidance 'Collaborative working and mergers: an introduction (CC34)'.

**Annual Commitment of £75,000 to support the infrastructure costs of the RBKC Youth Foundation for a maximum of four years.**

- 10.15. This annual commitment is a Key Decision under Article 7.10 of the Constitution as it involves a grant of more than £20,000 to a voluntary organisation and is therefore likely to have a significant impact on the community. Therefore, compliance with the relevant measures under Article 7.10 of the Constitution are required.
- 10.16. For further Legal Implications please refer to Part B.
- 10.17. Legal implications by Christina Worrell, Solicitor (Contracts), Bi-Borough Shared Legal Services, ph: 0207641 5712

**11. FINANCIAL IMPLICATION**

- 11.1. The overview of the current spend on youth provision is £2,428,397 for 2018/19. The expenditure consists of the EPIC contract and commissioned arrangements with 10 other voluntary sector providers, the details are set out below:

Description	Current Contract Values 2018/19*	Contract Values 2019/20 (01 Jan 2019 – 31 Aug 2019)	Contract Values 2019/20 (01 April 2019 – 31 Aug 2019)
Youth Contract	£2,059,931	£1,321,621	
Voluntary Sector Contracts	£368,466		£153,528
<b>TOTAL</b>	<b>£2,428,397</b>	<b>£1,321,621</b>	<b>£153,528</b>

11.2. It is worth stating that the current lease arrangements are effectively a nil cost to Children’s Services. The reason for this is that the Council transfers money to organisations to pay for the leases. This arrangement is historic and was made as part of EPIC CiC spinning out of the Council in 2014. The proposed Strategy will not change these arrangements (see Property Implications).

11.3. The financial overview of the proposals contained within this report are set as out as follows:

**Proposed cost of youth provision**

Description	Cost
New Early Help Team	£524,148
NEET Tracking contract with a third party provider from 01 January 2019	£49,000
A network of youth hubs & youth clubs	£410,000
Set up costs, equipment, facilities management & maintenance for Community Hubs	£60,000
Activity based provision	£230,000
Establish a Youth Foundation	£75,000
Transition Costs	£80,000*

**TOTAL £1,428,148**

\*A component of transitional support may be made available for small VCS organisations

11.4. The figures above do not include the transfer of £431,505 to the London Community Foundation that was approved by Leadership in August 2018 to establish the Grenfell Youth Fund. This transfer will be joined with other donations to establish a Fund worth £1.2M and will be used award grants to youth providers over a 5-year period for activities and projects with a Grenfell focus.

11.5. Please refer to Part B for costs relating to establishing a new Early Help Team.

11.6. The above costs include:

- An uplift for the current Team Manager that would need to assume responsibility for this new team;
- £5k for resources for promoting the youth offer to young people, parents and residents; communications; networking events; etc., and;
- A training budget of £10k for these staff.

**Establishing youth hubs and youth clubs**

Description	Cost
South Youth Hub: Chelsea	£55,000
North Youth Hub Lancaster	£55,000
Dalgarno Ward Youth Club	£35,000
Golbourne Ward Youth Club	£35,000
North and South Water Sports Facilities	£90,000
Notting Dale Ward Youth Club A	£35,000

Notting Dale Ward Youth Club B	£35,000
Redcliffe Ward Youth Club	£70,000
<b>Total</b>	<b>£410,000</b>

### **Establishing activity based programmes and pop-up as well as RBKC Youth Foundation**

Description	Cost
Annual Youth Foundation commitment (infrastructure cost)	£75,000
Programme of activities and Pop Ups (inc Youth Participation Fund)	£230,000
<b>TOTAL</b>	<b>£305,000</b>

- 11.7. There is a financial benefit of establishing the RBKC Youth Foundation using the John Lyons model. John Lyons have indicated that it is likely that they will provide match funding in line with the Council's contribution. These costs for the Youth Foundation will only be spent on infrastructure that include staffing costs.
- 11.8. The maximum Council commitment over the 4 year period (2+ up to 2 years) is £300,000 in total (£75k per annum).
- 11.9. Please refer to Part B for further Financial Implications.
- 11.10. Implications provided by Ashley Hughes, Head of Finance, Bi-borough Children's Services.

### **12. PROPERTY AND ANY OTHER RESOURCES IMPLICATIONS**

- 12.1. Please refer to Part B for these implications.

### **13. PROCUREMENT AND COMMERCIAL IMPLICATIONS**

- 13.1. The Commercial Development Lead for Children's Services supports the report's recommendations, both in respect of awarding an interim contract to EPIC CiC to ensure service continuity until a new model for delivering youth services in RBKC is ready to go live in the latter half of 2019, and in the approach posited for procuring the new services.
- 13.2. The commissioning strategy is informed by extensive engagement undertaken with a wide range of stakeholders and, if approved, the mixed economy model being recommended will aid the delivery of more flexible, responsive and effective services, and support the development of local providers able to meet diverse local community needs.

- 13.3. Youth services are defined under the Public Contract Regulations 2015 as “Specific and Other Social Services” for which a light-touch procurement regime can be applied. The Council must place a contract notice in the Official Journal of the EU for services above £615,278 but, after meeting this statutory requirement, is permitted considerable discretion in how the procurement is undertaken; so long as it is conducted in a transparent and non-discriminatory manner. Children’s Services Procurement Team, along with Legal services, have actively advised Commissioners on how best to construct the procurement strategy described in this report so that it complies with these principles, and will continue to do so throughout the procurement.
- 13.4. When awarding contracts under the light-touch regime, Regulation 76 of the Public Contracts Regulations allows the Council to take into account the “specificities of the services in question” and:
1. *“the need to ensure quality, continuity, accessibility, affordability, availability and comprehensiveness of the services;*
  2. *the specific needs of different categories of users, including disadvantaged and vulnerable groups;*
  3. *the involvement and empowerment of users; and*
  4. *innovation.”* (PCRs 2015 76(8))
- 13.5. Sensible use of this Regulation will help give practical effect to the principles of agility, flexibility, co-design and local community empowerment the new service model is seeking to deliver.
- 13.6. Please refer to Part B for further Procurement Implications.
- 13.7. Implications provided by John Francis, Commercial Development Lead, Bi-borough Children’s Services.

**14. Background & supporting documents**

- 14.1. Below is a list of background documents that have been referenced in the report and that are available upon request.

Document	Contact
Options appraisal	Etiene Steyn, Head of Commissioning <a href="mailto:etiene.steyn@rbkc.gov.uk">etiene.steyn@rbkc.gov.uk</a>
Needs Analysis	
Questionnaire	
Equalities Impact Assessment	

**Local Government Act 1972 (as amended) – Background papers used in the preparation of this report**

*[Note: Please list only those that are not already in the public domain, i.e. you do not need to include Government publications, previous public reports etc.]*

**Contact officer(s):** *[Insert name, post title, authority and both email/telephone contact details of the report author or someone who is able to answer questions about the report.]*

**Formal clearance requirements for all key decision reports**

Cleared by Finance (officer's initials)	AS
Cleared by Director of Legal Services (officer's initials)	CW
Cleared by Communications & Community Engagement (officer's initials)	BB

## Appendix 1: Summary of Organisations Engaged with

Peer to Peer youth survey conducted by Working with Men and RBKC	152
Youth Review Engagement	619
Engagement with parents	172
Organisations and community groups engaged	72
<b>Total number of people engaged</b>	<b>1015</b>

The number of organisations and community groups engaged across RBKC is 71, as below.

There were 4 organisations or groups that the project regularly reached out to but unfortunately have not been able to meet with to date, these being: Chickenshed theatre, Pimento Community Project, Portobello Dance School, and Prospects.

Organisation Name	Number of times engaged	Number of parents introduced to	Number young people introduced
ACAVA	2	0	0
Action Disability Kensington and Chelsea	1	0	0
African Women's Care	1	0	0
Al Manaar	1	0	0
Azza Supplementary School	1	0	13
Baraka Youth	3	0	8
Big Local	2	0	11
Blenheim/Insight	1	0	0
Break4U Forum	1	5	3
Chelsea Academy	1	0	40
Chelsea Theatre	1	2	0
Chelsea Youth Club	1	0	30
Chickenshed Theatre	0	0	0
Child Bereavement UK	2	0	0
Children in Care Council	1	0	4
Clement James Centre	3	0	13
Community Champions	1	0	3
Coram	1	0	0
Dalgarno Trust	7	0	18
Earls Court Youth Club	6	3	12
EPIC CiC	14	0	89
Flying Gorillas	1	0	0
Golborne Youth Community Centre	2	0	20
Grenfell United	2	0	0
Guinness Trust	1	0	0
Harrow Club	6	0	68

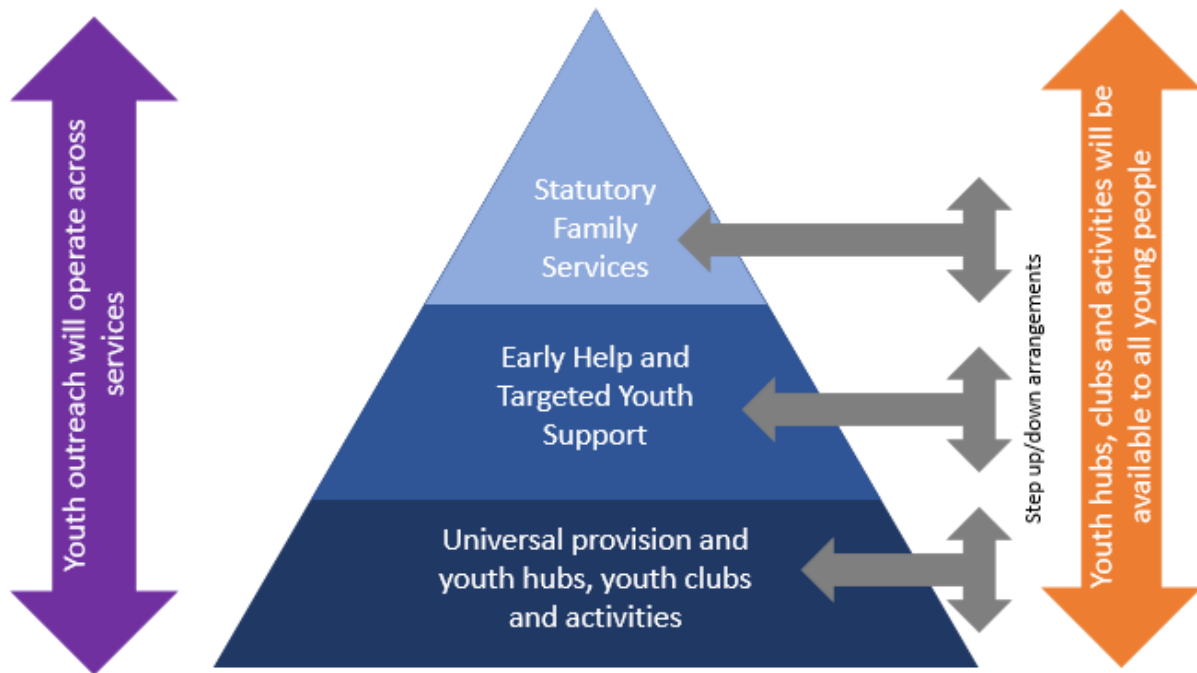
Henry Dickens Community Centre	3	0	9
Hestia Housing & Support	1	0	0
Imperial University	2	0	0
Kensington Aldridge Academy	2	0	62
Kensington and Chelsea Social Council	5	0	0
Kids on the Green	1	0	0
Lancaster West Residents Association	1	0	4
Lancaster West Youth Forum	3	0	0
Latymer Community Church	1	0	0
London Sports Trust	2	0	0
London Youth Assembly	1	0	2
Making Communities Work and Grow	6	25	25
Midaye Somali Development Network	3	0	0
Migrants Organise	2	0	0
Musawa	1	0	0
Natural History Museum	2	0	0
Noise Solution	1	0	0
North Kensington Youth Festival	1	20	40
Octavia Foundation	3	0	10
Outreach sessions/Youth Panel/Commissioning events (RBKC)	14	14	58
Pimento Community Project	0	0	0
Portobello Dance School	0	0	0
Prospects	0	0	0
QPR in the Community Trust	2	0	13
Rugby Portabello Trust	6	4	15
SASH	1	0	0
Science Museum	2	0	0
SPID Theatre	3	0	8
Kensington & Chelsea Supplementary Schools Partnership	1	0	0
The Curve Community Centre	5	87	6
Total Family Coaching	1	0	0
Venture Community Association	1	0	0
Victoria and Albert Museum	3	0	0
WAND UK	1	0	0
WCC Youth Foundation	1	0	0
West London Action for Children	1	0	0
West London Zone	2	0	0
Westway Fives	2	0	0
Westway Sports Centre	2	11	19
Westway Trust	2	0	0
Working with Men	1	0	152
Worlds End Community Centre	1	1	0
Xenzone	2	0	0
Youth Offending Team	2	0	3



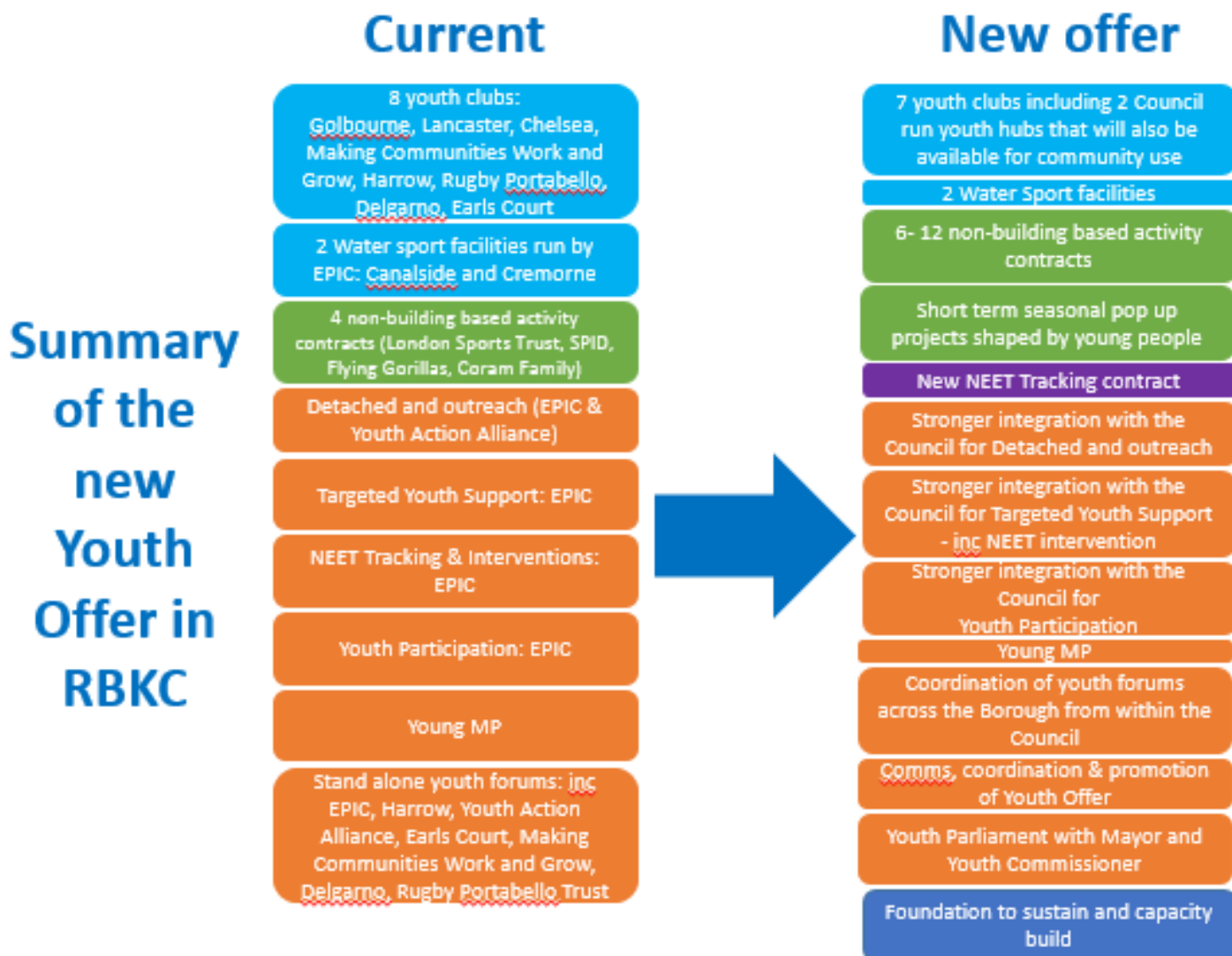
Young Hammersmith & Fulham Foundation	1	0	0
Youth Action Alliance	6	0	13
<b>TOTAL number of organisations &amp; community groups: 72</b>		<b>172</b>	<b>771</b>

**APPENDIX 2: Visual representation of how the new team will integrate with Family Services**


**Provision of targeted outreach youth work**



### Appendix 3: Visual summary of the new youth offer in RBKC



### Appendix 4: Key documents

Document		Contact
Engagement Findings Report	 Youth Review Engagement Findings	Etiene Steyn, Head of Commissioning <a href="mailto:etiene.steyn@rbkc.gov.uk">etiene.steyn@rbkc.gov.uk</a>