

Future Models for Youth – 18 months on

A review of London Boroughs' youth provision and the implications for the Voluntary and Community Sector (VCS)

March 2014

In Partnership with

**Children
England**
Charities working for
children and families

Race
Equality
Foundation

**LONDON
COUNCILS**

**Partnership For
Young London**

Summary

In 2012, the Leaders for London programme funded the Future Models for Youth report which reviewed local Borough plans for young people. This was undertaken by Children England, Partnership for Young London and the London Borough of Merton sponsored by Yvette Stanley, the Director of Children's services for Merton. The first report is available here; <http://www.partnershipforyounglondon.org.uk/resources-library.php/596/future-models-for-youth>

This report was commissioned by Engage London and facilitated through Partnership for Young London; it is intended to be a follow up, reviewing progress and developments over the last 18 months, with a specific remit to focus on the implications of the changes for the voluntary and community sector in the youth sector. Engage London¹ is a partnership programme between Children England, Partnership for Young London and the Race Equality Foundation, funded by London Councils. Further details about the programme can be obtained via this link <http://www.childrenengland.org.uk/engagelondon/>. The review was carried out by Sharon Cohen of Outcome Focussed Solutions.

Approach

The review consisted of telephone interviews with 17 London Boroughs and an on-line survey conducted during a six-week period in February and March 2014. In addition, 6 VCS organisations, who are funded by a number of the London Boroughs, responded to an online survey.

Key Findings

- **Local Responses** - The picture across London is very varied and the provision for young people is being delivered in numerous ways, with an increasing focus on targeted work, with some boroughs having no universal provision/open access provision.
- **Borough responses** - The political party running a council appears to affect the decision to deliver services in-house or to commission them out.
- **Service Delivery**- The models of services ranged from fully delivered in-house to wholly commissioned out, and within this there were also a range of mixed models of grants and service level agreements.
- **Budget Reductions** - Most boroughs have experienced budget reductions, and while some are currently financially stable, many anticipate further reductions.
- **Outcomes and Impact** - There is a greater emphasis on evidencing outcomes, although a variety of approaches and outcomes frameworks were cited.
- **Participation** - Young people's involvement was referenced throughout the interviews, examples of these can be viewed in the case studies in Appendix one.
- **The Role of the Voluntary Sector** - Most VCS groups are finding it harder to obtain funding and many VCS groups, especially smaller ones, are not prepared for tendering processes.

¹ <http://www.childrenengland.org.uk/engagelondon/>

Key messages for the VCS

The key feedback for the VCS from this review is not surprising and highlights areas that are ongoing issues for the sector

- **Local Engagement and Representation** –Groups need to be very engaged in local decision making processes, identifying the structures and routes for engagement, ensure that the needs of their service users are evidenced in future commissioning intentions and also within the JSNA
- **Working across Borough Boundaries** - Commissioning has opened up opportunities for VCS groups to bid for work in neighbouring boroughs; gaining work in more than one borough. This approach can spread core costs and make an organisation's work better value for money but it will require increased collaboration across agencies and will also potentially further increase competition between providers
- **Collaboration** - Most boroughs welcome consortia bids, lead agency models and partnership working with other local agencies. Putting in a joint bid can increase organisations' chances of success and offer greater input into the commissioning process as well as ensure local providers are enabled to apply for funding.
- **Diversification of Funding** – The over reliance on Local Authority budgets was raised consistently, noting that even if funding is not available through young people's services most boroughs have other funding schemes such as central grants, community safety grants and local area/ward working funds. The feedback also highlighted the risks associated with an over dependence on one funder, it is also crucial that the sector considers the role that independent funders can play in supporting services
- **Commissioning Processes** - the following issues were raised in terms of commissioning processes:
 - Due Diligence and PQQ processes - Awareness of due diligence processes and requirements for tenders and ensuring that all the required information is prepared ready for a tender bid. It is important to know the timetable and allow sufficient time to complete the documentation
 - Skills and Capacity - Tendering is a complex and time consuming process and also is resource intensive for staff. Ensuring that staff are able to submit good quality bids and having the training and support necessary to maximise their chances.
 - Contracts - Most tenders are for three years, and many have an option of extending for a further 2 years; this gives greater stability if organisations are successful, but a long period before they can next apply if they are not currently commissioned and/or are unsuccessful
 - TUPE - Tenders are likely to include TUPE of staff. Organisations need to check the implications of this for their organisation particularly any pension and redundancy liabilities
- **Young People's Engagement** - There is increasing importance being placed on young people's participation that is not tokenistic; organisations will need to have

developed this aspect of the work and have evidence of it for any bid and are likely to have a better chance if they can take young people to any interview

The review identified areas for development that would be beneficial to support groups as part of the Engage London offer. These are:

To publicise via Engage London and PYL websites, the materials necessary and support on offer to submit high quality tenders, this will need to include the following:

- Commissioning support materials and training sessions
- Specific guidance on collaboration and lead agency models
- TUPE pension and legal responsibilities
- Evidence and impact frameworks
- Support around financing models and risk

Main Report

Section One – Introduction

This report looks at the picture across London 18 months on from the previous report available at <http://www.partnershipforyounglondon.org.uk/resources-library.php/596/future-models-for-youth>, with a particular emphasis on the implications for London's Voluntary and Community Sector (VCS). The approach was as follows:

- Case studies were completed with 17 boroughs (including the Tri-borough consortium) through telephone interviews. A staff mutual and the lead on a youth co-operative were also interviewed.
- Online survey by 9 boroughs (the survey contained some of the same questions as the 2012 survey to enable comparison).
- Six VCS groups completed the online survey.

The case studies have been agreed with the boroughs and are included at Appendix One.

There are a range of differences between London Boroughs which makes comparison difficult. The boroughs interviewed were chosen to try and give a representative sample across London including boroughs of varying sizes, those run by Labour (7), Conservative (8), Liberal-Democrat (1) and with no-overall control (1), Inner London (8) and Outer London (9) and North (11) and South (7) of the river.

In the previous report the greatest common denominator was that all but one were facing a huge reduction in funding; some boroughs still expect more reductions but others now find themselves in a more stable funding environment. The greatest common denominator now is the influence of political views – in Conservative run councils most provision is commissioned out and in Labour run council most is delivered in-house or as a mixture of in-house and VCS delivery.

The previous report highlighted a range of active drivers

- Youth Engagement - Embedding the requirement for youth engagement in Positive for Youth
- Reduced Budgets - The need to run better quality services on reduced funding
- Elected Members - The role and approach of elected members
- Youth crime – the causes and outcomes of the 2011 riots, and the role of youth and community work in rebuilding neighbourhoods
- Changing role of YOTs - tackling the implications of the Munro Review, and have pulled back from integrated youth support services in some areas
- Targeted Services and Outcomes - clear, measurable outcomes on working with gangs, youth crime, the prevention of entry to care, and a focus on employability and jobs
- The Localism agenda- *'Our strategy is to have a few neutrally located bigger, brighter youth centres; stronger support to the voluntary sector to provide estate*

based and other local youth provision; more detached youth work; strong links with targeted and specialist support for young people via co-located services; 'efficiency savings'

- Diversification of Funding Sources - encouraging the growth of other sources of funding i.e. match funding

Only four of these were highlighted again:

- Reduced Budgets - the need to run better quality services on reduced funding
- Elected Members – the views and engagement of elected members
- Targeted services - with clear, measurable outcomes – working with gangs, youth crime, the prevention of entry to care, and a focus on employability and jobs
- Diversification of Funding Sources - encouraging the growth of other sources of funding i.e. match funding

Positive for Youth was not raised in the interviews and hardly acknowledged as a driver or even an aspiration.

Context

The 2012 Future Models report reflected that the priorities for youth services were strongly linked to two policy; education and social care, and the impact this had on commissioning targets for local services. This is still the case wherein those services focusing on the social care aspect have tended towards integrated staff delivery, a focus on targeted work and minimal if any universal provision which, if it exists, must evidence preventative work whereas where the focus is on educational outcomes the priority is more on achievement, social-development and education, work and training. Some boroughs still have a separate Youth Service or a youth service as part of a larger team, and others have completely integrated youth workers into other teams.

The Cabinet Office undertook a national survey of youth services in November 2013, they received and analysed over 98 responses (out of 154, 64% return rate)². The findings of this work continue to inform policy development. The Cabinet Office priorities for work with the youth sector are:

- supporting innovative local youth services (mainly delivered by local authorities, and including Myplace centres)
- working with the NCS Trust to continue to grow National Citizen Service
- empowering young people to have a say on local and national issues that matter to them, and to have a fair role in the development of policy
- developing the evidence base of the impact of youth services, and how youth services help young people develop skills for life and work
- creating quality social action opportunities for young people that benefit the community as well as the young person themselves.

² Feedback from Cabinet Office at PYL meetings February 2014

Alongside of the work being undertaken by the Cabinet Office, Children’s Rights Alliance for England (CRAE) publication *State of Children's Rights in London*³ found that “across the whole of London the average youth work budget constituted of 1.3% of the local authority’s budget. Islington provides the highest proportion of funding to youth work (3%) and Waltham Forest stated that none of its budget was allocated to youth work”. This research also found large variations between boroughs in relation to their current budgets with some moving into a period of stability and others expecting further reductions with the biggest difference being in the funding of universal services which some boroughs continue to provide and others have stopped funding completely.

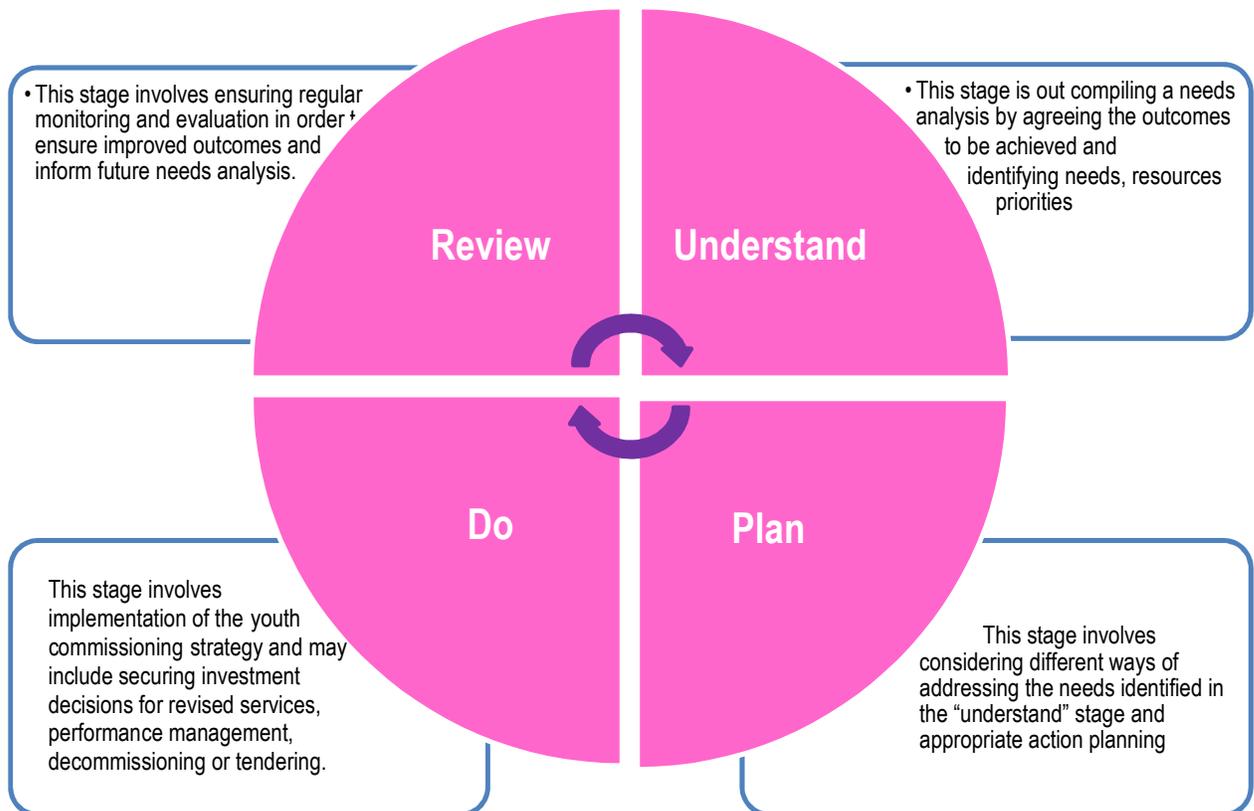
London Funders (see Appendix 3 for further details) have recently completed a survey on the funding of children and young people’s services and looked at the challenges facing both funders and providers. The feedback submitted by most of the providers noted that they still retain a significant amount of their funding from local authorities, and project trust funding and individual donations are also high. Common problems for funders included cuts to the sector and establishing what the new relationship is with the state and what is now statutory responsibility. Many funders mentioned the difficulty in supporting organisations in their applications and in evidencing impact and the challenges of measuring success. Another key issue was being able to attract and identify specific types of projects, suggesting that there is funding available if groups can show that the work is not statutory provision, meets the specific criteria and they can evidence the outcomes. Both universal access and targeted access were both funded to equal levels, however, nearly 4 times as many funders saw targeted access as a bigger priority, which may mean that organisations will increasingly have to apply for funding for targeted work.

The majority of respondents to this research said that outcomes were a priority and most had clearly set out the required outcomes, there was a noticeable difference in the emphasis with some services using the old Youth Service criteria (contacts, participation, recorded and accredited outcomes) whilst others focussed on social care criteria (early intervention and prevention and reducing youth crime). The majority of boroughs stated that they had clear criteria for outcomes when commissioning from the VCS but only 50% of VCS groups said they were clear what that criteria was. Another key difference was that while some boroughs appear to see the development of evidencing of outcomes as a partnership process with the VCS and others a duty that they devolve to them without support.

There is a broad spectrum of delivery models in place across London, ranging from entirely in-house to entirely commissioned out, with several mixed models. Some boroughs still have VCS groups funded through grants/SLAs/contracts as part of a legacy of funding regimes. Many respondents felt the commissioning was funding focused and driven by reductions as well as, or rather than, being outcome driven.

³ http://www.crae.org.uk/media/64143/CRAE_England_Report_WEB.pdf

The National Youth Agency states “There are a number of different descriptions for the commissioning process. However essentially all follow a process of **Understand**, **Plan**, **Do** and **Review**.” This diagram summarises the approach:-



In some boroughs, there was a clear sense that a similar planning tool was being used and that commissioning was needs-led; in others it was less clear and sometimes appeared to be commissioning of historic provision within the budget available.

There was a view that commissioning was also being used to drive up standards, with the required outcomes sometimes being higher than those that had been in place when the service was delivered in-house, even though these commissioned services often have lower budgets; often described by the VCS as expecting more for less.

There are a variety of reasons that councils want to commission out services including:-

- Political drivers, and a stance that commissioning is the only way to deliver local authority services
- To protect the in-house service from further cuts and enable it to get additional funding by transferring it to a VCS group
- To increase the quality of the provision via the belief that services can be delivered more effectively by an external organisation
- To enhance the offer of the local VCS providers who are delivering higher quality services

- To save money – many tenders expect providers to do the same (or more) for less and to use their VCS status to bring in additional funding
- To reduce the number of providers so that their in-house monitoring function, and therefore costs, can be reduced

It is important for the VCS to try and understand the reasons their borough(s) are commissioning services so they can respond to these drivers in their tender applications.

Political Influence

All but one of the Conservative led councils surveyed/interviewed are commissioning or in the process of commissioning out their services with the other one developing a partnership with young people's groups and providers in the VCS to design the new offer. This council does not want the council to lead on the process and although they will facilitate some parts of it they want it to be a collective relationship, and for the community and young people to become the lead. There is no pressure in that borough to either commission out or keep in-house and the decisions will be made based on what is best for young people. One Conservative led council describe itself as 'a commissioning borough'.

All but one Labour led council is delivering services in-house or in-house plus funding voluntary sector work; the other council is commissioning services with the intention of the management of the commissioned services moving to a local youth co-operative.

The Liberal Democrat run council delivers services in-house but is moving to commissioning and the council with no overall control is delivering services in-house with no intention of change. As there is only one council in each of these categories this is statistically insufficient to use as an indication of what other councils with a similar political lead might do.

Funding

All but one of the authorities spoken to had experienced a significant reduction in budgets in recent years. Some expect further reductions especially in 2015/16 with others experiencing and expecting continued stability.

Additional Funding

The majority of local authority commissioners have an expectation that commissioned groups bring in additional funding to support their work. This is increasing the number of applications to funders, putting pressure on these funds and therefore making it harder to be successful.

Youth Participation

The amount of involvement of young people in the design, commissioning and monitoring of services is high across London and is an expectation for all groups being commissioned. All the boroughs interviewed gave examples of significant youth involvement in the commissioning process and/or the design, of services with involvement in inspection of services, on boards of governance and involvement in recruitment of senior officers being common. Full details on the approaches are listed in Appendix one.

Staff Mutuals

Two of the respondents said they had staff mutuals running their services, one for the entire service, and one for a part of the service. The inception and design of these structures are different but both benefit from the council having retained the pension and redundancy liability.

In boroughs where commissioning has not yet taken place, there is a level of interest in staff mutuals as is the cabinet office. In terms of the future, these are complex structures which require time and resources to set up, and benefit from having the council support their development. Independent legal advice is essential, in particular in relation to understanding the TUPE, pension and redundancy liabilities that may be transferred to the mutual.

VCS view

Only 6 VCS groups replied to the questionnaire so only limited judgement can be made on trends, although their responses give a flavour of their views.

All respondents were in boroughs where commissioning was taking place and all but one group had been commissioned in an open tendering process and the remaining group has been moved from a grant to a contract with the intention of open commissioning processes in the future.

70% of VCS groups said it was getting harder to get local authority funding with the remaining 30% saying it had stayed the same. A third of the funded work was targeted and the rest a mix of targeted and open access.

Two organisations highlighted that the commissioning process was significantly more demanding and time consuming with a greater emphasis on value for money. One highlighted that experienced small VCS groups lost out in this process, and that with further cuts to budgets expected, the ultimate driver for commissioning appears increasingly to be financial. The costs of submitting tenders is also an issue for small groups and the impact that has on sustaining the delivery of services whilst also trying to ensure financial viability.

Messages for VCS

Local Engagement and Representation –Groups need to be very engaged in local decision making processes, identify the structures and routes for engagement, ensure that the needs of their service users are evidenced in future commissioning intentions and also within the JSNA

Working across Borough Boundaries - Commissioning has opened up opportunities for VCS groups to bid for work in neighbouring boroughs; gaining work in more than one borough. This approach can spread core costs and make an organisation's work better value for money but it will require increased collaboration across agencies and will also potentially further increase competition between providers

Collaboration - Most boroughs welcome consortia bids, lead agency models and partnership working with other local agencies. Putting in a joint bid can increase organisations' chances of success and offer greater input into the commissioning process as well as ensure local providers are enabled to apply for funding.

Diversification of Funding – The over reliance on Local Authority budgets was raised consistently, noting that even if funding is not available through young people's services most boroughs have other funding schemes such as central grants, community safety grants and local area/ward working funds. The feedback also highlighted the risks associated with an over dependence on one funder, it is also crucial that the sector considers the role that independent funders can play in supporting services.

Commissioning Processes - Many VCS groups, especially the larger ones, are familiar with commissioning and have developed the skills to tender effectively. Some of the smaller groups, and those in boroughs where commissioning is not yet in place, may not have this knowledge, and may find some of the following useful in preparing to tender. The following issues were raised in terms of commissioning processes:

- Due Diligence and PQQ processes - Awareness of due diligence processes and requirements for tenders and ensuring that all the required information is prepared ready for a tender bid. It is important to know the timetable and allow sufficient time to complete the documentation
- Quality Assurance – Many areas reported requirements around quality assurance with the London Youth Quality Mark being identified by a number of boroughs.
- Skills and Capacity - Tendering is a complex and time consuming process and also is resource intensive for staff. Ensuring that staff are able to submit good quality bids and having the training and support necessary to maximise their chances.
- Contracts - Most tenders are for three years, and many have an option of extending for a further 2 years; this gives greater stability if organisations are successful, but a long period before they can next apply if they are not currently commissioned and/or are unsuccessful
- TUPE - Tenders are likely to include TUPE of staff. Organisations need to check the implications of this for their organisation particularly any pension and redundancy liabilities
- Safeguarding and Section 11 - With regards to safeguarding and section 11 requirements for any organisation in receipt of public sector funding organisations are advised to use the safe network standards which are recognised by the London Safeguarding Board as a key quality audit on safeguarding www.safenetwork.org.uk
- Outcomes Frameworks – if the authority has developed an outcomes framework (the standards they require organisations they commission to achieve) it is advantageous to start collecting evidence well before the tender is published. Similarly, young people's involvement in the planning, design, development and evaluation of their services is usually a key criteria for tendering and gathering evidence in advance is useful.

Young People's Engagement - There is increasing importance being placed on young people's participation that is not tokenistic; organisations will need to have developed this aspect of the work and have evidence of it for any bid and are likely to have a better chance if they can take young people to any interview

Ways forward

The review identified areas for development that would be beneficial to support groups as part of the Engage London offer. These are:

To publicise via Engage London and PYL websites, the materials necessary and support on offer to submit high quality tenders, this will need to include the following:

- Commissioning support materials and training sessions
- Specific guidance on collaboration and lead agency models
- TUPE pension and legal responsibilities
- Evidence and impact frameworks
- Support around financing models and risk

Annexe 1- Borough Case Studies

Barking and Dagenham

In 2012, Barking and Dagenham maintained an in-house provision consisting of 4 youth centres, volunteer-led clubs and a youth bus, with no desire to outsource everything. It also had funds reserved for commissioned activity with a commissioning focus on teenage pregnancy, NEET, ASB and substance misuse. The in-house provision was largely universal, with targeted work being conducted through Multi-Agency Panels and Troubled Families.

Barking and Dagenham continue to have an in-house service, albeit with a reduced budget and from April 2014, there will be no commissioning budget. Additionally by 2014, there will have been a 40% budget reduction on top of the previous reductions.

There are currently 3 youth centres and the youth bus and the amount of universal provision has been reduced. In 2012, the aim was to have at least one positive activity per week in each of the 17 wards; however this is no longer affordable. The borough is split into 6 local areas, known as 'localities', and the aim now is at least one positive activity being delivered per week in each of the areas. Reductions are also being evidenced in other ways; with some centres who previously offered activities on 5 days a week in holidays, now being reduced to 3.

There were 5 VCS groups supported to deliver services; four with budgets of £50k per year and a smaller specialist group. The discontinuation of VCS funding has been staggered with two large budgets in April 2013 and three more due to end on 31st March 2014. All groups that had funding end in April 2014 have found alternative sources of support (Lottery, Children in Need and Public Health) and continue to deliver services that benefit local young people.

The Council is committed to in-house IYS services; when they have tried commissioning youth services there was a lack of local groups who can apply. Some things could not be tendered because of the lack of suitable organisations to bid. The only support now offered to the VCS is the ability to put their volunteers onto the LA voluntary workers training that they deliver to support volunteers in statutory provision. However, the local CVS is strong and provides support to groups.

The amount of targeted work delivered in-house has remained the same with the universal service being reduced to meet budgetary constraints.

There is a range of youth involvement work taking place including; Youth Inspectors who will be inspecting health provision in 2014/15, a youth forum undertaking consultations with young people, a children in care council and a disabled children's parliament. The latter was partly funded through commissioning and will now be independent, although it will continue to work in partnership with the local authority. There is a close link to the National Citizen's Service and a lot of work being delivered with health supported by additional funding. Young people's accreditation is in place using YAA, ASDAN and, going forward, AQA.

The Youth Service is currently in the Targeted Support directorate. A restructure will see it move to Education, where it is likely they will be expected to contribute to targets around reducing NEETs and Unknowns. There may need to be a reduction in the universal or troubled families work to enable the new work to take place.

There is a clear performance framework, which measures performance across a large number of indicators, including condom distribution, teenage pregnancy, first time entrants into the criminal justice system and NEETs. There are Quality Assurance formats in place and recorded session observations to evidence quality. Considerable progress has been made in reducing teenage pregnancy and first time entrants, where the input of IYS can be evidenced.

Brent

The Youth Service sits in the Youth Support Services within the Education and Early Help division of the Children and Families Department, along with the Youth Offending Service, Connexions and Outdoor Education.

There have been substantial reductions in the service budget since 2012. The 2014/15 budget is expected to remain at the same level as 2013/14, although this is still subject to confirmation.

The service is largely delivered in-house and is very targeted, with specific projects such as; outreach, working with gangs and guns issues and LGBT, and with a very reduced universal provision. Councillors have strongly supported the Youth Parliament and DoE Award scheme which continue to be funded. There used to be a Positive Activities for Young People (PAYP) budget which was used to commission work from the voluntary sector but this is no longer in place.

The in-house service is commissioned by other authorities to undertake work such as gangs and crime work in Westminster using their outreach bus and it also provides LGBT provision in Ealing. Funding for outreach provision comes from Brent Community Safety and the Mayor's Office Policing and Crime (MOPAC). This funding supports joint work across the youth service, outreach and YOT, linking to the gangs and guns agenda.

The Youth Service is working on setting up a Youth Partnership for Brent. This will be a strategic partnership that will be involved in decisions about commissioning. Brent now offers extra support by its Council for Voluntary Services (CVS), who will be able to give infrastructure support to VCS groups. The CVS have been commissioned to put together a strategic youth provider's partnership for the borough, map provision and identify the VCS training needs to build capacity. Brent plans to allocate some money to fund a small pilot in one area.

There is a MyPlace building that was a successful Brent Council bid with partners. A range of partners, including VCS organisations, offer provision from MyPlace, funded from a range of sources.

VCS groups can get funding from Brent council, but not through the Youth Service. There is a voluntary sector fund and ward working money available and many youth groups do get funding through these. The head of service sits on the ward working steering group to give professional input.

There is a very strong Youth Parliament in place, with 72 young people involved and attended regularly by councillors. Young people always attend the Children and Families overview and scrutiny group and can ask for topics/presentations to be put onto the agenda. Young people are also on the MyPlace youth board, safeguarding have a Voice of the Child subgroup, young people were on the interview panel for the appointment of the new Children's Services Director and were involved in commissioning the Connexions contract.

Bromley

The Youth Support Service sits in the Children's Social Care division of the Education, Care and Health Department. The service has four strands, targeted youth work, universal youth work, YOT and the Education Business Partnership. MOPAC funds a targeted mentoring programme aimed at NEETs and young offenders.

The universal service has four youth hubs (one in each quadrant of the borough) and two mobile units. The staff in the targeted youth work strand (some of whom were previously Connexions PAs) act as key workers and have a caseload of up to 25 young people from NEET, LAC/Care leavers and YOT services. They offer one-to-one support in the afternoons and evening drop-in services and groupwork for their clientele, siblings and friends, and those identified as involved in low level crime and ASB.

Councillors are very keen to keep universal services, although the overall service budget has been greatly reduced. About 90% of the provision is in-house with 10% in the VCS which is an historic arrangement.

Over the next two years Bromley Council will be market testing every service to see if there is a viable option to commission it out. They will also agree service reductions across the council services to meet their budgetary constraints during that time so that when they do commission the services it is likely to be at a lower budget level than currently. The Youth Service was commissioned out in the past and was brought back in-house; they will be looking to see if there is a viable option for commissioning it out. It is expected that there will be three options considered:-

- Running services in-house
- Commissioning services to the VCS
- Mutuals/social enterprises

There are four youth hubs spread across the borough and 2 mobile units. Based on current member-level support for their continuation, it is expected that any commissioning will set out a requirement for these 4 hubs and at least one mobile unit to continue.

There is a Youth Council that has biennial elections which the majority of schools support so there is good representation from across the borough. There are co-opted members of the Youth Council on each of the portfolio scrutiny committees and a new development is the youth council is starting to meet on a quarterly basis with the council executive.

City of London

18 months ago, the City of London agreed that the principal drivers for the future of the Youth Service were considerations of cost and quality. They agreed a commissioned out model with outcomes' at the core. Young commissioners were trained and they mapped, visited and assessed all of the available provision in the City and on the fringes, a report was due and was to be followed by tendering.

The city identified 5 strands of work that they wished to commission providers to deliver. These were; targeted youth work, participation work, universal services, IAG and MI systems & data management. The tender was for three years with an option to extend for a further two. The tendering process was completed and the new services went live on the 1st April 2013. A large VCS organisation won the first three strands and two separate companies each won one of the other strands. Two charities selected by young commissioners as signposting providers in neighbouring authorities also receive a small amount of funding to promote their services to young people from the City. The City pays the accommodation rental costs for the City Scouts group and funds SPICE, a VCS group, to deliver the time credits programme for volunteering. Participation in the SPICE volunteering scheme is embedded within the youth participation and universal contracts.

The VCS organisation has a co-ordination role for their own and the IAG strand of work and responsibility for developing the annual service plan for these areas. They organise regular youth partners meetings that all organisations working with young people in the City can attend and they also signpost young people to services locally and in neighbouring boroughs.

In addition to Youth Service funding, VCS groups can apply to the Local Authority for local area grants and via the small grants scheme and funding is available through City Bridge trust. The City had seen a significant reduction in its youth service budget and funding is now stable with no current expectation of further reductions in 2015/16.

The commissioned groups are required to submit monthly written reports showing their outcomes against set performance indicators. The council employs commissioners and an independent monitoring officer to quality assure the services and undertake monthly monitoring processes with commissioned organisations. Quarterly reports are presented to a youth project board, and the lead member attends half-yearly monitoring meetings. Young people have identified performance indicators that they want the commissioned services to meet and these will be reported on to young people.

The Youth Advisors are not currently meeting and a new draft participation strategy has been agreed, based on the Hear by Right standard. The plan is to have the new strategy

implemented from Easter 2014. Young people participated in a youth residential and are undertaking the ASDAN leaders' award to prepare them for greater involvement.

User engagement is being developed across the whole department with an identified youth champion in place to ensure their voices are heard. There are plans to hold elections for a Youth Mayor during 2014/15.

Croydon

Croydon is split into 5 localities and has a mixture of in-house and commissioned provision. There are currently 3 commissioned VCS groups in each locality. They have a street-based team which is located with the gang's team. There is external funding from KICKS for a large VCS provider and from MOPAC for tackling gangs and knife crime

Croydon has one of the largest VCS sectors in the country with a large number of very small groups. For these groups, there are small amounts of money (less than £500) available to them for training so that they can develop the skills and capacity to run voluntary projects. There is also a well-established 'bartering' system where VCS groups can offer provision and the council will provide their buildings free to enable them to deliver to young people. The council also funds work with young people through their housing service and commissions this work.

A new management team is starting on a redesign of the youth offer. It will have four specialist areas of work, Learning Disability, Participation, Equality, Street Based work, for a new approach to the youth offer. The council owns 5 youth centres and is looking for the redesign to consider:

- What is provided in these centres
- How will it be provided
- How will they be run

They are developing a partnership with young people's groups and providers in the VCS to design the new offer. The focus is around developing a collective relationship, and for the community and young people to take the lead. There is no pressure to either commission out or keep in-house and the decisions will be made based on what is best for young people.

Croydon are researching what other boroughs have done, so they can learn from best practice. The first VCS engagement forum is about to meet and workshops and group work is taking place with young people to gain their views. There is the commitment for two workers to develop the work with young people to ensure it is not tokenistic. In the longer term they intend to bring the adult partnership and young people together to make joint decisions.

Historically youth participation is very strong in Croydon with young people consulted on the council restructure and involved in assessing the bid for the commissioned services. There is a requirement that commissioned groups involve young people in developing their services. It is also recognised that the budget is under pressure with a requirement to make 30% cuts between 2015 and 2018.

Ealing

The Youth Service is part of the Youth, Connexions and Play service within the Children and Families Department. There has been little change in the structure with multi-agency working and more targeted work and the Youth Service and YJS work closely. The services have not been integrated.

The youth service is delivered in-house and there are currently no plans to change this. They have maintained a Connexions Service which continues to undertake targeted work with vulnerable young people and also provides a universal service within schools. However the cost of delivery of the universal service is no longer met by the Service and is directly commissioned by schools.

The Youth Service has kept their buildings and has a range of services providing activities within them. It has received a large capital sum from DfE co-location fund to re-build a youth centre and enable co-location of services.

Ealing commission work with several VCS groups providing specialist work with young people e.g. Somali groups, special needs groups and estate based clubs using PAYP funds to support them. These are smaller amounts of funding although there is a tender process for larger amounts. Overall, the youth service budget has remained stable and they continue to use the youth service performance indicators (contacts, participation, recorded and accredited outcomes) to evidence outcomes.

There is a range of participation opportunities for young people and a strong youth council. Young people have been attending the Children's Trust Board for several years at which they present areas they want to talk about and/or develop.

Young people run an annual youth conference, which is attended by senior officers and councillors, the outcomes of which influence service development. There is also a young people's group which links to the Local Safeguarding Board. Other structures include a youth mayor, active UK YP members and young inspectors who have looked at such things as the quality of school lunches, and participation work is strongly supported by senior officers.

Hackney

In 2012, Hackney was a mixture of remodelled existing statutory services alongside of commissioned services. The focus of realignment was to create small teams capable of providing a holistic service of support and opportunities for children and young people, and this divided into two key areas; Active and Achieving and Safer and Thriving.

Hackney is now part of a fully integrated service for 8-19 year olds (up to 25 for young people with disabilities). There are three primary school units offering services to children at risk of poor outcomes where the age range goes down to 6.

There is one Assistant Director and two Heads of Service; one for Families and Health (Family Unit, Troubled Families and Youth Justice) and one for Active and Achieving (Play, Young Hackney Core Units /Youth Hub], Primary Units, Specialist Sports, plus commissioning of Positive Activities and Connexions).

The specialist Youth and School Sports Unit provides a diverse range of sports programmes in Young Hackney hubs and primary schools contributing to the health and well-being agenda. Support is also provided to secondary schools, linked to regional and national competitions. There are 5 youth hubs and two are commissioned out and run by the VCS. These hubs offer the full range of integrated provision and contribute to the Families and Health work.

The overall budget for 2014-15 is the same as 2013-14 with reductions expected in 2015-16. There has been growth in resourcing since 2012 linked to the troubled families funding.

Staff work in integrated teams and the staffing structure for the youth hubs reflects the holistic nature of the Young Hackney Service model. The current Young Hackney structure has 15 CORE units which deliver the full Young Hackney offer and are engaged in universal delivery. Alongside of this, there are another 3 units within the dedicated Youth Justice Unit, 7 family units and 3 primary units. One family unit is placed within Community Safety to work on the Integrated Gangs Strategy.

After school, evening and weekend youth work/ group work delivery in hubs and satellite community venues is fundamental to the remit of CORE Young Hackney Units. CORE units also undertake the range of Young Hackney delivery; including statutory youth justice work, and support work with young people who are considered to be at risk with regard to their health, school attendance, academic attainment, peer group or anti-social behaviour. The dedicated Youth Justice Unit oversees the quality of Youth Justice Interventions and undertakes work with high risk individuals requiring intensive support and supervision, and where there is a risk of custody.

Hackney completed a commissioning process for services worth £1.6m and created a framework of providers. A representative from a VCS organisation that was not bidding, Hackney VCS and young people were engaged in shaping the commissioning process and assessing bids. Included in the tender requirements was that contracted groups must have to be working towards the London Youth Quality Mark. The current contracts for VCS organisations on the framework are for 3 years with an option of a 2 year extension. There is an annual break clause in case of budget changes or performance issues. This currently funds:

- 20 organisations to deliver positive activities including sport, drama and youth clubs
- 1 organisation to deliver community based reparation programmes for young people

If a new organisation wanted to be funded by Hackney, they would have to be offering a service that the existing organisations on the framework don't and can't offer and they would have to satisfactorily complete the PQQ requirements. There would be no additional funding unless additional resources can be identified; money from the existing commissioning budget would have to be reallocated in the annual review. Hackney has

given VCS organisations a commitment that they will be told 12 weeks in advance of the end of the financial year their budget for the next year.

Due to the changes in September 2012, when schools assumed the statutory duty to secure access to independent impartial careers guidance for pupils in years 9-11, Hackney approached schools to financially contribute to the existing contract for universal and targeted CEIAG services to sustain delivery. This approach was taken in recognition that some schools would face challenges in the delivery of quality careers guidance and in embedding careers education across the school with the support of local employers.

The benefits of this model have been the ability to reduce costs whilst providing continuity and retaining joined up service provision for Hackney learners. Schools have also benefitted from centralised contract management and tracking of student destinations via the CLC Partnership.

Under the current commissioning model, the contract provides:

- The provision of targeted support to vulnerable pupils and post 16 NEET (local authority's responsibility)
- The production of Section 139 Assessments for all students with a Statement of Special Needs at the point of transition.
- universal CEIAG (schools' responsibility)

Through this contract, it has been possible to retain a part-time drop-in Careers Service and CEIAG outreach in youth hubs as well as universal schools work. Young Hackney works closely with the 14 -1 9 team to ensure quality provision in schools, and many schools participating in the joint contract have bought additional PA time. The 11-19 Partnership of which Young Hackney is a member has been developing the strategic vision for CEIAG and members are agreed that careers work in schools and colleges remains a priority. Through the 11-19 Partnership schools have been encouraged to gain a CEIAG quality mark and support for this is provided to schools.

A new tender is being developed that will focus primarily on the provision of CEIAG for NEET and vulnerable young people and which will reflect the new requirements of the Education Act and requirement for single Education Health and Care Plans to be developed for children and young people with SEN. Schools will be encouraged to contract separately for their own provision.

Young people are involved in service review and development through the Hackney Youth Parliament, Neighbourhood Youth Fora, sports ambassador programmes and the Children in Care Council. Hackney has also retained £200k in their budget as a Youth Opportunity fund and a young people's panel meets and assesses grants.

In the past, a Youth Service team managed the quality assurance of commissioned provision. Quality assurance is now managed by the Service in partnership with the contracts team within the Children and Young Peoples Directorate.

Harrow

In 2012, Harrow had a vision of unifying services to one coherent targeted service delivery model, which focussed on early intervention and prevention, and was well on the way to implementing this. Connexions was about to be commissioned out and there was a small amount of open access universal youth work.

Since 2012, the Connexions school service has been commissioned directly by schools and the council has contracted its remaining Connexions responsibilities for NEETs and hard to engage young people to CfBT.

The council has restructured into two teams – targeted and early intervention. It has retained its Youth Development Team which sits within Early Intervention. Their key objectives are personal and emotional development of young people, participating and contributing to the community and readiness for adult like to contribute to developing young people as citizens and increase their life chances.

The Youth Development Team runs a wide range of targeted activities and there are two activities commissioned to the VCS, both have a specialist focus. There is a steering and delivery group for these projects with young people on them. There is also a MyPlace provision run by a VCS group.

The council's policy is on delivering the best outcomes, both via in-house and commissioned services; with no one approach taking a priority.

The council is moving towards an integrated model of early help offer with the service focussed on young people who meet early intervention thresholds or those who are already engaged with a service, such as YOT or LAC. 75% of the young people seen are known to one or more other services in the department and the other 25% have some level of identified needs.

There is a Youth Parliament in place and Social Action Volunteering provision which provides a progression pathway for young people who have completed V or similar volunteering programmes. These young people are invited to stay with the service as a graduate and can attend the graduate programme, develop social action projects and run activities for other young people and there is support for graduate employment pathways. A social action project for 11-15 year olds is also being developed by staff and graduates.

The council's preferred position is to involve young people in decisions about services that affect them unless time constraints mean that they would lose funding. Young People have had involvement in developing the young carer's project and sat on young people panels for the appointment of the 8-16 programme manager.

The budget for 2014/15 is stable; with large reductions expected in the overall council budget in 2015/16 and there is no indication yet of how the youth provision will be affected.

Islington

Children's Services have three divisions, Strategy and Commissioning, Safeguarding and Social Care and Schools and Universal Services, with the latter two being provider arms.

The detached youth work team has moved to the targeted youth support division in the Safeguarding and Social Care division. The team undertake case work and aim to reduce first time entrants to the criminal justice service using a youth work model and way of working to the team. Apart from this service, all youth work is open access.

There has been long-term support and funding for a number of VCS groups. In 2008, the council introduced commissioning arrangements for services both in-house and in the VCS. These long-standing providers (including the council's provider arm) have been brought into commissioning frameworks; and protected from open procurement. Some of these providers offer broad positive activities programmes rather than youth work leading to personal and social outcomes which has become the focus in Islington following the publication of the Islington Outcomes Framework for Young People in March 2013.

The council's provider arm sits within Schools and Universal Services and manages services including; 4 part time youth provisions, 3 of which are offered from adventure playground sites and 4 substantive youth clubs offering 4 or 5 night a week programmes. These services have been provided for a substantial number of years.

Since 2008, there has been an agreement in place that when additional funding has been identified or released, that this resource should be used to openly procure services from the market and full commissioning processes have been implemented. Some services are in place that have been openly procured in this way, including two integrated service hubs for young people, one community-based youth club and from time to time, some smaller youth projects.

From 2015, a number of changes are anticipated because of the expected significant funding reductions, and all current contracts ending. There is a commitment that there will be an open procurement process with no ring-fencing and that the procurement will be asset based. The specific details of how these principles will be implemented are subject to a consultation process that will formally begin at the end of March 2013.

Since April 2011, there has been a small additional resource made available annually by another department that enables support for an innovation fund designed to stimulate the market, encourage providers to explore new ways of working, such as co-production and create partnerships and bidding consortia

There is strong VCS representation on the Children and Families Board and the Children and Young People's Voluntary Sector Forum which enables the VCS to input into, and influence the direction of travel and the processes. The council is working with these groups to discuss the financial strategy for 2015 and beyond, and setting out the key principles for the future direction of the service.

There is an active and strong Youth Council and young quality assessors who apply a QA framework that they have developed and lead the assessment process. The outcomes of

this contribute to an annual performance report for the youth offer across the borough and individually for each provider. This identifies key performance areas such as safeguarding, outcomes and value for money and will contribute to the development of priorities for commissioning.

The council undertook a large-scale review of the youth strategy between late 2011 and early 2013. This included extensive stakeholder engagement with a group that comprised 50% young people and 50% adults.

There were a number of outputs from this review, one of which is a clear outcomes framework for work with young people, which describes how work will be delivered and what the expected impact will be. All future provision will be co-produced with young people and young people are seen as an asset and resource to build around being best placed to design, deliver and monitor their services. The intention is to away from adult-led and designed provision, to a service based on young people's needs, issues and aspirations that they co-design.

Islington was part of NESTAs Creative Councils' programme between 2011 and 2012 which was focused on supporting councils to provide radical innovation in government service to address intractable issues. Islington's idea was to create an independent investment vehicle or funding 'pot' outside of council control, run by young people into which the council and other investors would invest resources (cash, staff, volunteers, buildings, time) and young people lead the commissioning of resources across the youth offer. The aim is to deliver better value, not only for money but in terms of outcomes and currently there is work going on to assess levels of interest from investors. From the council's perspective the question is 'If the council allocates £1m to an independent investment vehicle, will they get more than £1m worth of service delivered?'

Lambeth

Lambeth Council's response to the reduction in central government funding was to develop creative process that would ensure that non-statutory services for children and young people (One O' Clock Clubs, Adventure Playgrounds and Youth Centres) would be protected by creating the Early Adopter Programme in alignment with the *Cooperative Council* vision of co-production, cooperation and collaboration between the council and its citizens. The vision is a redistribution of power and influence, the transition from a top down to a bottom up approach which encourages the active involvement and engagement of Lambeth Citizens.

Lambeth had five statutory youth centres, all of which became early adopter sites under the council's cooperative council programme. Initially young people and the local community were invited to consultation meetings to inform them about the early adopter process and to elicit their views, ideas and opinions about each of the youth centre sites. One of the clear messages received was that young people and the local community wanted the staff to continue to work in the youth centres and support young people and there was consensus across all the sites that staff were valued by the local community.

Local community groups and voluntary sector providers were invited to bid for the youth centre sites. Four sites were assigned new service provider organisations, one of which was a staff mutual. The fourth will be in phase 2.

All youth workers have been subject to TUPE to the new service providers and all organisations have been provided with grant funding for three years, with a reduction of 10% each year. It is still too early to comment on the added value that the new service providers are providing to the local community. However all youth centres have increased/extended the range of programmes and activities provided and there has been, in some instances, an increase in the numbers of young people accessing youth centres. To become more sustainable, most youth centre providers have increased the “reach of the service” by providing activities and programmes for the wider community.

Young Lambeth Cooperative

In parallel to the early adopters programme, Lambeth is developing a Young Lambeth Cooperative (YLC) a new community benefit society operating separately from the council. The aim is for it to have 20,000 members by year 5 of which 50% are young people (11-19) and 50% adult members. The council will transfer power and resources to this organisation to commission and monitor services and they will have £9 million over the next three years.

The YLC board comprises 6 non-executive directors, a young person and a community representative. It will have a staff team of 11 FTE and be a member organisation with a democratic management structure. The board will be expected to bring in more investment, have a robust business plan and need to become sustainable in its own right as a social enterprise.

The council has facilitated the YLC development and enabled the community to set it up. It is based around cooperation, empowerment and offering employment to local people; 2 apprentices are included in the new structure and 3 interns helped in the development.

2000 people have already registered to be members (60% young people, 40% adults) ready for the launch in April/May 2014. This is not a traditional outsourcing of the service, rather it is motivated by wanting to make a real difference to young people and enabling young people and the community to have a greater say in the service development and delivery and is based on the Lambeth council ethos of becoming a cooperative council moving power to communities.

The YLC will take over the management of community providers (early adopters) and become the commissioners of services for children and young people aged 5-19 from April 2014.

Merton

In 2012, Merton had agreed design principles setting out what open access provision was designed to achieve. The borough was divided into three separate areas, each with a budget based on need, and the focus was on developing partnerships to run services in each area,

supported by a requirement that young people were involved in the design, delivery and evaluation of their services.

In November 2012, they commissioned out the work in Morden, as the first stage pilot. Previously VCS groups were competing with each other for funding; now the focus was on collaboration and quality assurance across all partners. This has been a challenging process which has required time to develop.

Before commissioning there was an underused and not very effective council run building, an old boy's club offering mixed provision and a Catholic club. The council provision was closed and the funding recycled back into the area for the partnership and it now also supports a young carers group, a refugee project and an environmental project.

The partnership meets regularly, and it has delivered joint residentials, it signposts young people to each other's services, and undertakes quality assurance. Joint planning is in its infancy but young people report back an increased awareness of what is available in the area. The partnership has an increased budget in lined with the feedback from the needs analysis and is delivering a wider offer of work.

In April 2013, Wimbledon was also commissioned out as the second area. This involved TUPE for 4 part-time workers to a larger youth provider who were very cautious about this process. There was slight decrease in the overall budget and the partnership has taken longer to develop trust and effective working, this was supported by partnership development funding, but the process needs further work and more support will be given.

The previously funded organisations, an open access club, the YMCA and an Athletics Club formed the original partnership. Two other groups have joined them who did not want funding but wanted to be part of the partnership. This has enabled the partnership to more effectively reflect the diversity of the population.

In September 2013, Merton started the process to commission out the final area, Mitcham from 2014. This would include TUPE and the transfer of two buildings, and is the area of highest need, with the least provision currently in the voluntary sector. No organisation, or partnership, has come forward to run this so further exploration of how to enable it is taking place.

The local voluntary sector council support this approach welcoming the common standards, outcomes and approach. All partnerships must have bronze level London Youth quality kite marks and are expected to work to get silver.

In addition to the commissioned area services, there is a core service which has taken the brunt of budget reductions in order to protect the transformation budget, a targeted service, Youth Parliament, young advisors, DofE and detached work. Further commissioning options will be considered for the future.

Redbridge

The Youth Service sits within the 'Services to Young People' service area of Children's Services in the London Borough of Redbridge. The majority of the service is delivered in-house although the Youth Service does commission aspects of the work aimed at with young people with disabilities. The Youth Service offers universal services through 3 youth centres, detached work, youth involvement and the Duke of Edinburgh Award.

There are good relationships with the VCS, and funding for the VCS does not come via the Youth Service from other parts of Children's Services, Community Safety and corporate funding. The Youth Service in Redbridge is high quality and, at this stage, there is no pressure to commission the Service out especially as there is not a mature local VCS youth work provider market; and commissioning would necessitate diverting some of the delivery budget to quality assuring services.

There are a range of non-council funded positive activities in Redbridge to ensure that young people have a good choice of an extensive range of provision. There is an increasing focus on meeting the needs of vulnerable young people within universal provision, and ensuring they can engage with qualified youth workers.

There is a vibrant youth council, which is elected annually, and enhances the Youth Service through its engagement with councillors. In 2012/3 the council rescinded £500k of planned Youth Services savings based on a consultation of young people led by the youth council; and in 2013/14 it gave the youth council £100k for to spend on priorities identified by young people.

The youth council leads on the school's council work and has led on termly schools' councils conferences. The youth council has recently developed a young cabinet mirroring the work of the council's cabinet and it has an ongoing campaign entitled 'In Youth We Trust' aimed at turning around adults negative views of young people. The Youth Service also facilitates the Children in Care and Junior Children in Care councils.

Sutton

Sutton Youth Service is in the Integrated Services for Young People service in the Education and Early Intervention division of the Children and Young People Learning Directorate. The service includes Joint Adolescent Services, YOT, Youth Service (universal and targeted) and IAG. These services were located in three different locations and are now in one place to support joint working.

The service is delivered in-house. There is one piece of work that is commissioned which is a pilot mentoring scheme to meet an identified need in northern ward.

The service is facing shrinking budgets. Sutton has designated itself as a 'commissioning authority' and is considering a range of service options across the authority, to date there has been no indication of how this may affect the Youth Service.

Two VCS projects in Sutton were partially funded until July 2013 when their contracts ended and were not renewed. Both groups have found alternative funding and continue to offer a service.

Young people are involved in the service through participation, planning and interventions. They input into the programme design and give feedback on specific topics via a 'Smartbox' and the service has a Youth Parliament and youth engagement strategy.

There are a clear set of outcomes in place for services including:

- Young people participating and engaging
- Reducing risky behaviour
- Reducing offending and reoffending
- Maximising potential
- Transitions to adulthood.

Sutton is working to further collect evidence of young people's contribution to the service and their delivery of the outcomes by applying some of the monitoring and performance rigour of other services to the Youth Service. They have introduced evidence-based assessments, young people as part of those assessments and reviews at the end of each piece of work.

Hammersmith & Fulham, Kensington & Chelsea and Westminster

These three boroughs are now in a tri-borough arrangement with one commissioning directorate covering all their work.

In the 2012 report, Hammersmith & Fulham and Kensington & Chelsea were interviewed. At that time Hammersmith & Fulham had a strong focus on the council commissioning services and a commissioning model was in place. They had prepared providers for transformation through a number of capacity building programmes and created a preferred providers list and commissioned services to deliver from 2011/13. They retendered in 2013 for 2013/15 and continued to restrict applications to the preferred providers list

In Kensington & Chelsea at that time, there was an interest in setting up a staff mutual as a way to support what was seen as an excellent in-house service. It has an increasing focus on reducing NEETs. The mutual (called Epic CiC) went live on 1st January 2014, and there are also a range of VCS groups separately commissioned to deliver services.

In Westminster, the service in 2012 was funded through grants with SLAs agreed with the providers. These incumbent providers have been moved to more formalised contracts with an increased outcome focus and Westminster also has one in-house youth provision.

Each of the boroughs retains an in-house participation worker and a DoE scheme. The balance between universal and targeted provision varies between the boroughs. All three boroughs retain a small grants budget. In Westminster and Hammersmith & Fulham there are providers meetings open to all providers, not just those who are funded.

Nationally there is a lot more centralised funding for NEETs and the commissioning team works to bring NEET providers and youth providers together to best utilise this.

The dates for contracts/grants have been rationalised with the intention of advertising one tender in 2015 with a number of lots in each of the boroughs. For Hammersmith & Fulham and Kensington & Chelsea this will be a straight forward open market procurement without a preferred providers list.

The situation in Westminster is more complex. Many of the council buildings are leased to VCS groups on long leases with some on peppercorn rents. This makes open tendering very difficult and the commissioning team are considering the options, with the aim of working towards open tendering processes.

The commissioning team are at the needs analysis stage for the 2015 tender process and aim to identify the key drivers, which may vary from borough to borough, and to have a clear set of tri-borough outcomes.

Young people are involved in the commissioning process and a lot of work has been undertaken with them around the principles of commissioning and what they'd like. The commissioning team and participation workers have trained the young people to participate in contract monitoring. The commissioners feel that the youth involvement principles are sound but further work is needed on the models to fully engage young people. The team are looking at how they can involve young people in co-production of the commissioning process and aim to identify and prioritise areas where young people can add the most value to the process.

The budget for youth provision in all three boroughs has stayed stable for the last two years. There is an expectation that there will be a significant reduction from 2015/16 which will coincide with the retendering of services.

Epic CiC

Kensington and Chelsea (K&C) council, both at senior officer and member level, the youth service is highly valued and they have considered options as to how they could continue it in the context of a significant funding reduction. The direction of travel in the tri-boroughs is towards commissioning but there is an appetite for innovative approaches that transcend traditional tendering.

K&Cs response to this challenge was to set up a Community Interest Company (CiC). This company is independent of the council and has a contract to deliver the services back to the council for 5 years. The ongoing savings requirement is built into the contract price. The council has retained pension and redundancy liabilities.

Epic went live on 1st January 2014 as an employee-led mutual. They have a board of directors that consists of 5 non-executive directors recruited from local businesses, 5 elected staff representatives and 2 service users. At the AGM in October 2014 the intention

is to announce the move to a staff mutual which will entitle each member of staff to buy one share in the organisation; each share gives the holder the right to a vote and to stand for election. There is an option to pay dividends to shareholders from surpluses.

In addition to service budget reductions that have already taken place Epic will have a reduction of £800k in funding from the council and therefore just to maintain services will have to bring in this amount of additional funding. The business plan is to not only do this but to also grow by 5% each year. They will be able to bid for funding from a range of sources and will also look to tender to deliver other London borough services.

Youth involvement is embedded in the new structure. They have an active youth forum and have achieved the Hear by Right advanced standard. The youth forum will become a sub-committee of the board of directors giving young people direct access to the board. The youth forum representatives become full directors as long as they are 16 years old (a legal requirement) and are treated as such if they have not yet reached 16. These young people have shown a genuine interest in the board process and come to meetings well prepared.

Wandsworth

Wandsworth has seen a budget reduction of over one-third since the last general election and is expecting a further 10% reduction in 2015-16.

They currently have a youth work service that is delivered in-house. The intention is to commission out the service as one large contract and unusually the requirement will be for the provider to take on the current head of service. They are inviting tenders for the service as part of a market testing exercise.

The service had a large number of youth properties and some have been lost due to savings, 4 have been or are being, handed over rent-free to the VCS in return for them delivering two or three evening sessions a week of youth work and five have been retained by the service. These 5 will be leased to the new contractor.

Wandsworth explored the option of a staff mutual but the council decided they did not want to pursue this option. They ran a 'meet the buyer' session attend by 15 organisations with a mix of national and local agencies showing interest. They will only commission the services as long as they can find a provider to deliver to the required standard and price.

Currently, the service has two large VCS partners who own their premises and deliver youth work with staffing supplied to them by the council service. The new contractor will be required to take over the employment of these staff and continue these arrangements and consultation has taken place with these two VCS groups.

Young people have been asked what they thought to be the most important things in youth club delivery and staff have also been consulted about the changes and the service specification and performance measures.

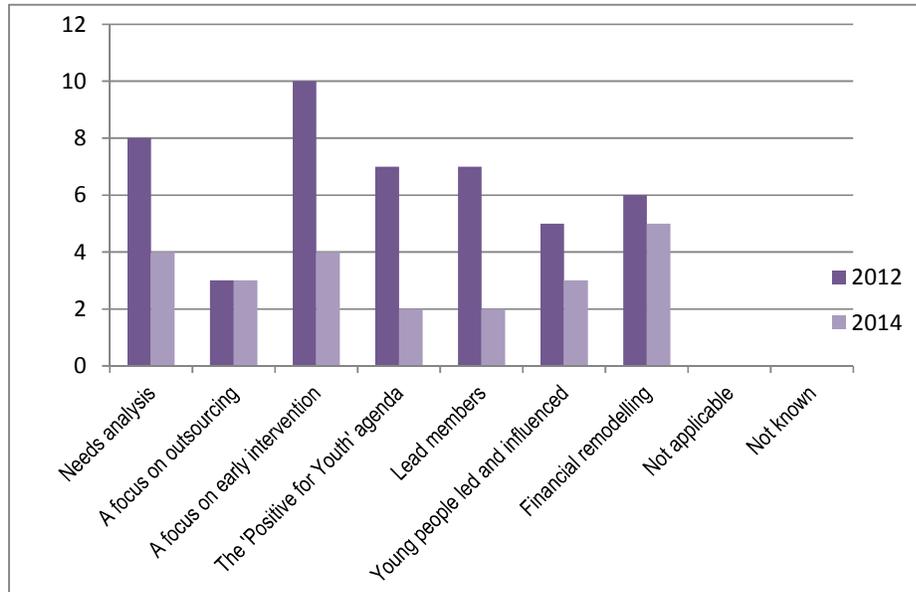
In addition to youth service funding, VCS groups can apply for up to £15k from the £175k pot of funding in the community grants scheme. There is also a £100k Youth Opportunities Fund allocation that any group can apply to for funding.

There is a thriving youth council that meets weekly, undertakes inspections of provision and makes films about issues such as safeguarding. Alongside of this, there is a police youth think tank which is a mechanism for young people to give police their views and they are running training for the police on stop and search. There was a youth run conference for young people in 2012 and in 2013 a young people's question time with a panel of senior officers from the council, partner agencies and councillors.

The service continues to use the youth performance indicators attendance, participation, recorded and accredited outcomes although this is likely to be reviewed with any new provider once they are in place.

Annexe 2 - Feedback from the survey, showing the 2012 data where applicable

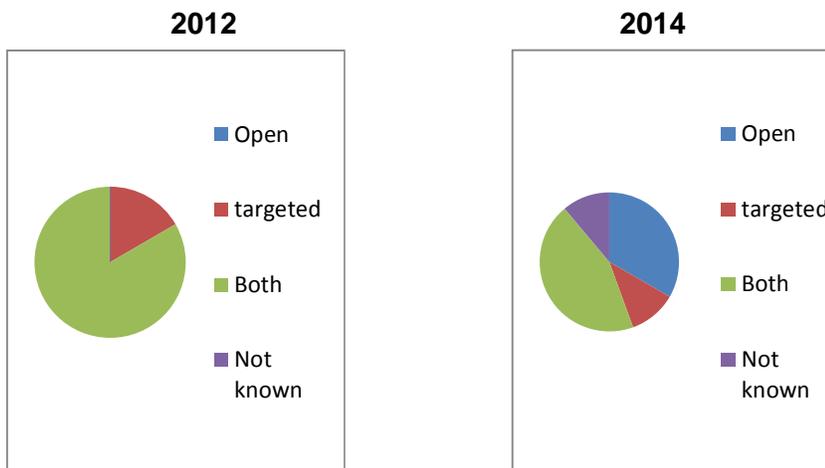
What are the overall key factors driving the shape of services for young people locally?
(Tick all that apply)



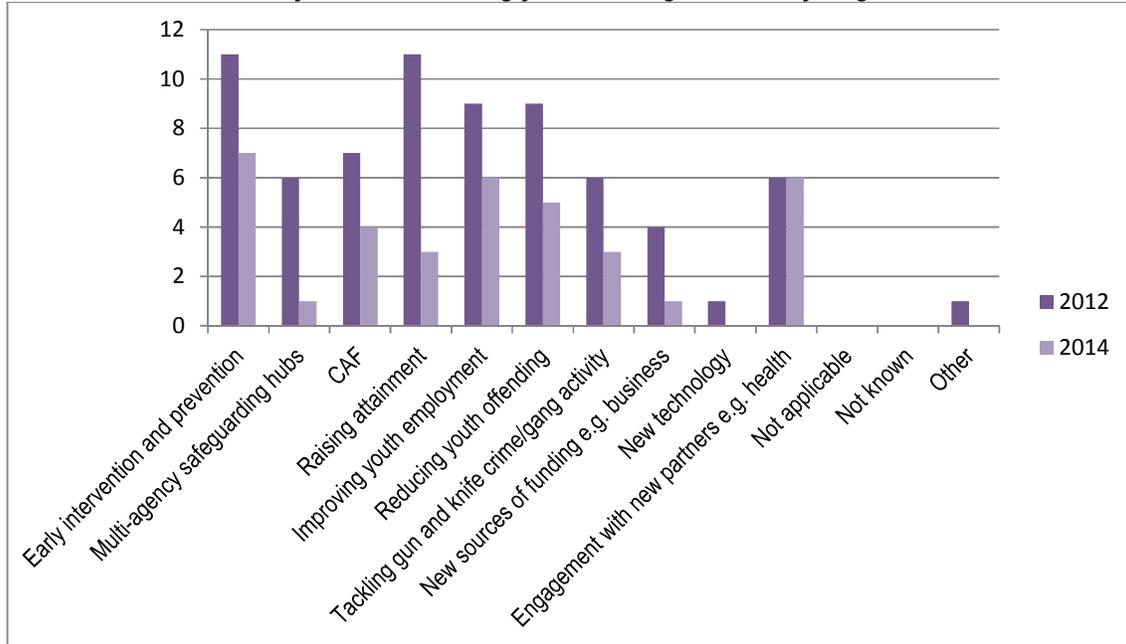
In 2012 83% of respondents identified a focus on early intervention as a key factor and 67% a needs analysis. 18 months on these only score 45% each. Financial remodelling is now the highest driver.

Additional factors identified were 'partnership process with voluntary sector' and 'improving outcomes for young people known to the Children and Families Service'.

Will these service be



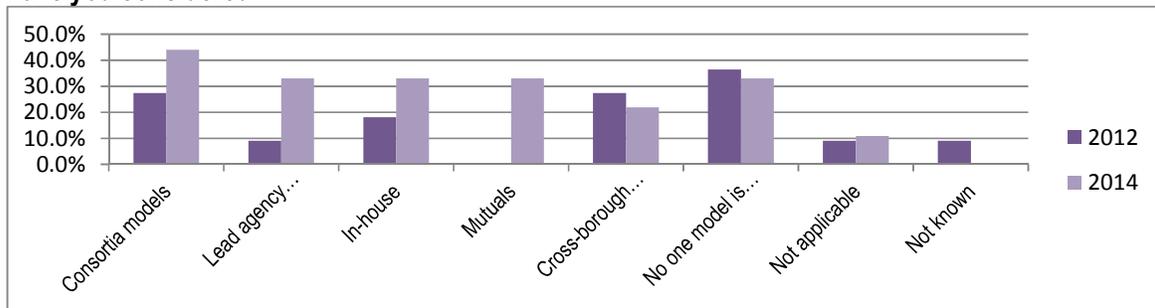
What are the key ideas influencing your thinking around any targeted models?



There have been some noticeable changes in the key ideas influencing targeted models since 2012 with all but one category reducing in importance. Early intervention and prevention has gone from 92% in 2012 to 78% in 2014, multi-agency safeguarding hubs from 50% to 11%, raising attainment from 92% to 33%. Engagement with new partners e.g. health has increased in importance from 50% to 67%.

Respondents highlighted a range of additional key influences including NEETs/not knowns, substance misuse, sexual health, LAC/care leavers, children with additional needs/disabilities, troubled families and multi-agency panels.

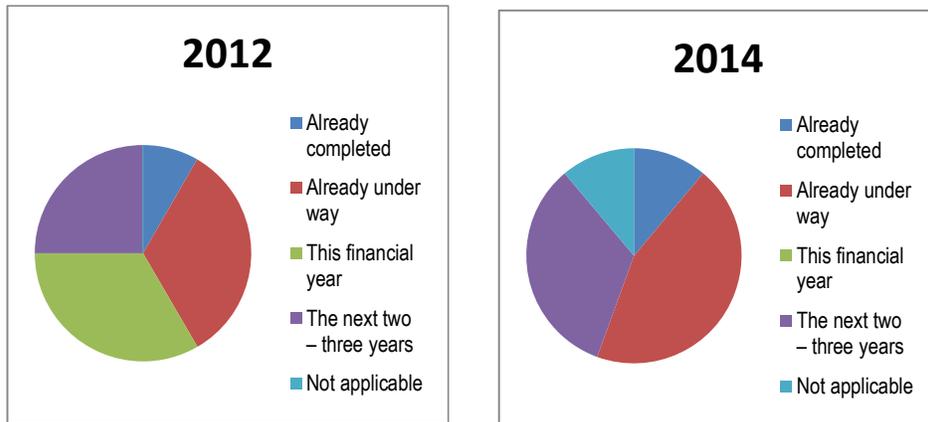
If you are considering, or have decided to commission out services, which of these options have you considered?



There has been a significant increase in the number of authorities considering lead agency and sub contractual arrangements, consortia and mutuals as commissioning options and an increase in the number of authorities considering keeping services in-house.

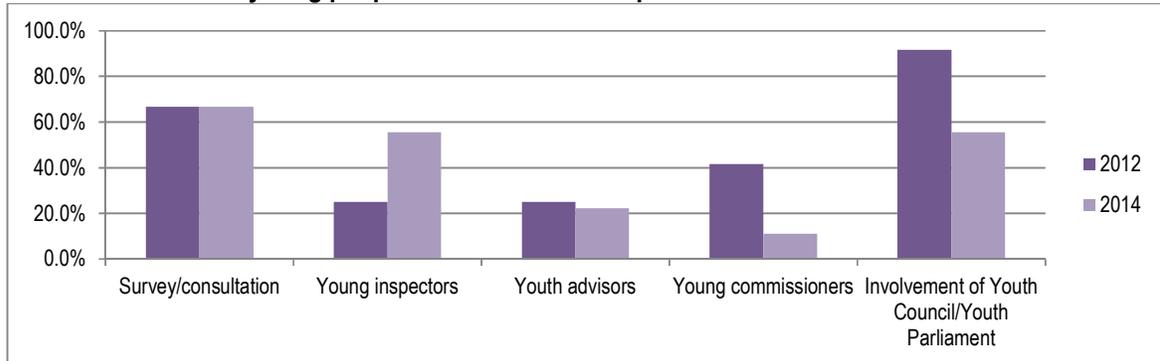
Some authorities identified that they do not too many providers delivering their services.

What is the anticipated timescale for any of these changes?



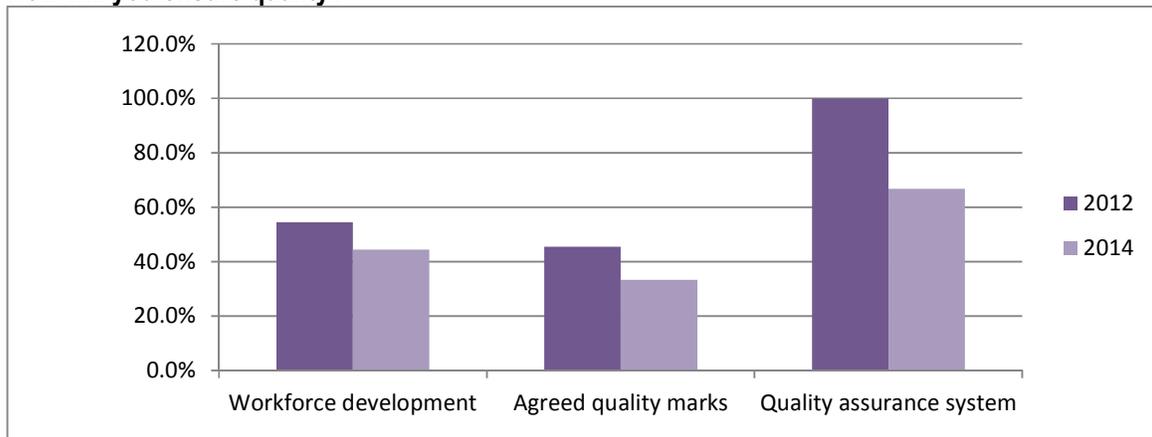
There is a small increase in the number of authorities that have completed their transitions and a large increase in those whose process is underway. None of the authorities expect new developments in this financial year with an increase expecting change withing two to three years.

What roles will/have young people taken in the development of new models?



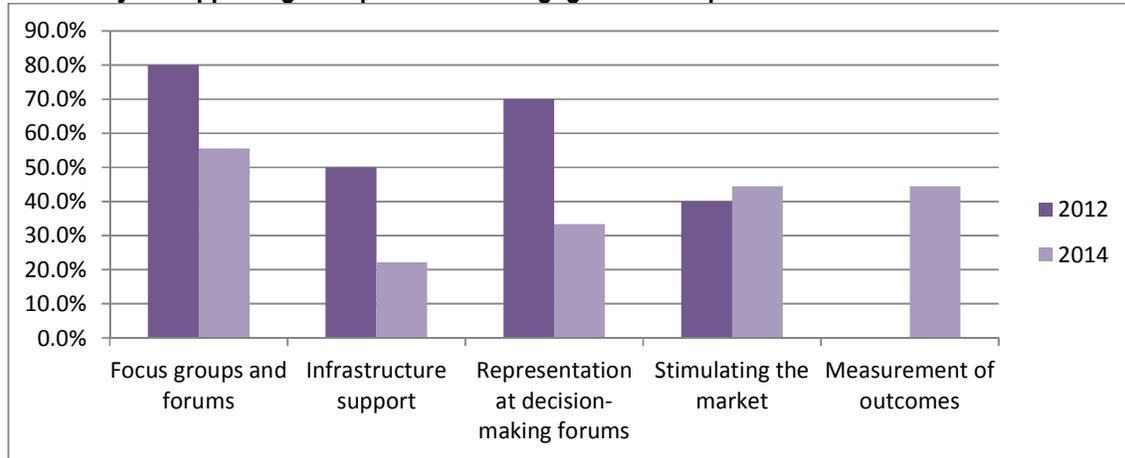
The survey responses and the information given in interviews does not tally. In interviews all boroughs gave detailed examples of the way in which young people are involved, and the increase in participation which is not reflected in the survey results. These show a decrease in the involvement of youth council and youth parliament and youth advisors and a very significant reduction in the involvement of young commissioners. Only youth inspectors show an increase on 2012.

How will you ensure quality?



Responders also said that young quality assessors were making unannounced QA assessment visits, there was a better focus on outcomes monitoring, a development monitoring structure that included KPIs which were reported on to the Children’s Executive Board and one authority was exploring inclusion of a quality mark in their specification and workforce standards.

How are you supporting VCS providers to engage with this process?



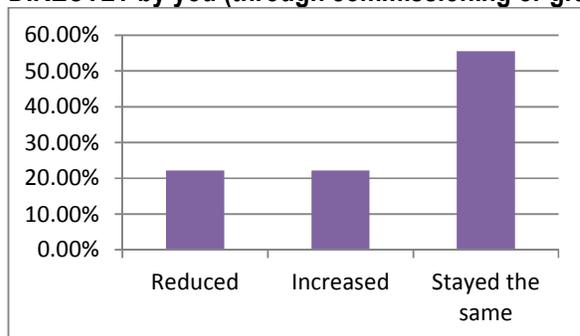
There has been a decrease in focus groups and forums and infrastructure support for VCS groups which might be a reflection of the stage in the commissioning process. It is likely that authorities saw these as a stage in the process that they went through on the commissioning journey. It is of concern however that there has been over 50% reduction in the representation of VCS groups at decision making forums.

There is no comparator for the measurement of outcomes as this was not asked in 2012. The 45% response shows that this is seen as an important factor in commissioning.

Respondents also highlighted that in one borough a joint youth partnership led the entire commissioning process, in another the VCS were included in the commissioning process including specification development and representation on the Youth Project Board, and in another the authority is facilitating links with funding sources and infrastructure support. One authority stated that little support for the VCS was coming directly from the integrated youth service.

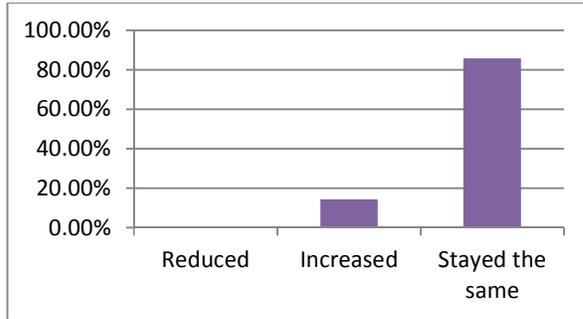
The following questions were asked only in the 2014 survey to reflect the emphasis on the impact on the VCS.

Compared to the previous year has the number of LOCAL voluntary groups supported DIRECTLY by you (through commissioning or grants).....



Over half of local authorities continue to directly financially support the same amount of VCS groups with just over 20% having reduced the number they support and the same amount increasing the number of groups they support.

Compared to the previous year has the number of LOCAL voluntary youth groups supported INDIRECTLY by you (ie sub-contracts or through another agency).....

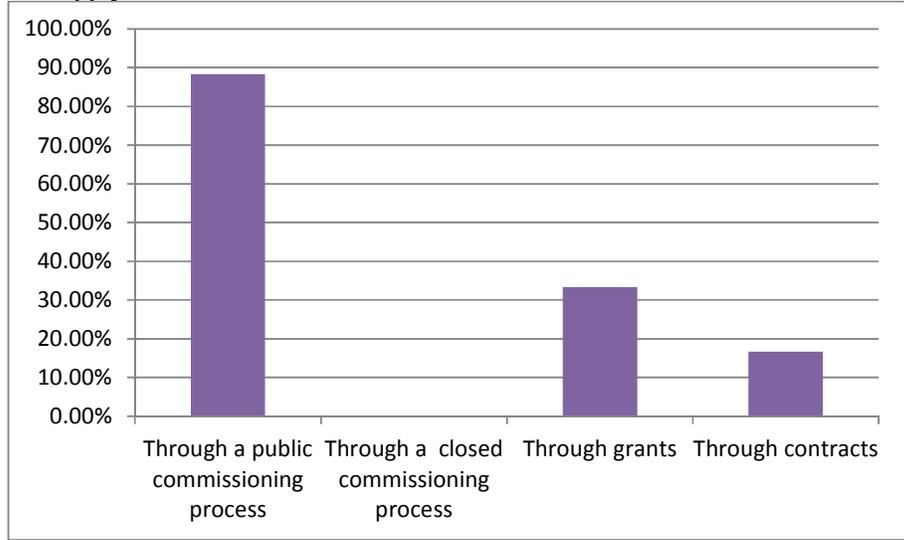


The vast majority of authorities continue to indirectly support work at the same level with the remainder increasing their indirect funding.

Annexe 3 – the VCS views

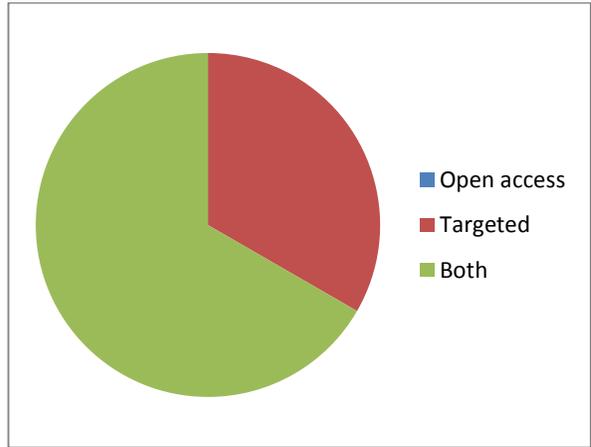
Only 6 VCS groups replied to the questionnaire so only limited judgement can be made on trends, although their responses give a flavour of their views.

How does the Local Authority fund you? If you get LA funding in different ways please tick all that apply.



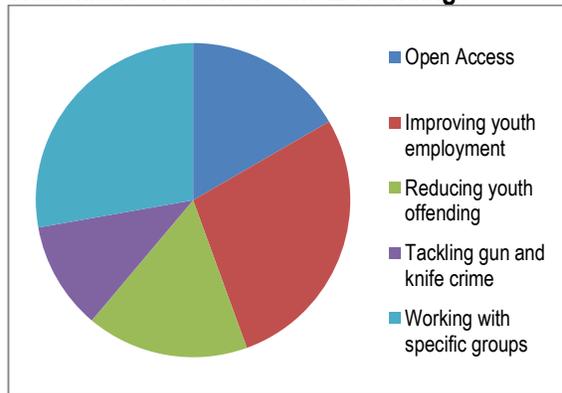
All but one of respondent groups had gained their main funding through an open commissioning process with two of these also having grants from the local authority. The respondent on a contract stated that their authority had just moved their existing grant holders to contracts with the intention of having a public commissioning process at some point in the future.

Are the services the LA funds.....



None of the respondents are being funded solely for open access work; two thirds are funded for a mixture of targeted and universal and one third solely for targeted work.

What kinds of work are the LA funding?



Although local authorities are funding some open access work they are also placing an increasing priority on targeted work. Additional areas highlighted by respondents include marginalised/excluded young people, SEN, NEETs, Looked After, minority ethnic groups, young people with disabilities and working with high risk offenders and gang members.

What outcomes do the LA want in order to fund work?

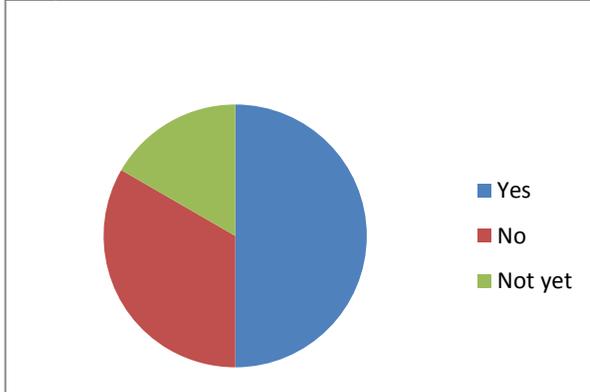
The responses included:-

- Increased access to services for marginalised groups
- Signposting and progression routes into further education, training and employment
- Improved employment outcomes
- Developing resilience and enhancing personal and social development (life skills)
- Young people being motivated and interested in their development
- Young people achieving and gaining qualifications
- Young people involved in positive activities
- Young people not re-offending and reduction in entrants to the criminal justice system
- Attendances and accreditation
- Looked after children to know their rights and participate

Have you noticed a change in what you need to do to get LA funding? Please explain.

- Yes, we were prepared for the commissioning process, however, many small vol sector organisations - even with vast experience - lost out because they did not have sufficient time, information or access to analysis to ensure they were prepared for a competitive tendering process. There is a greater emphasis on outcomes, although I think our LA is as keen to support quality 'process' also. Yes for smaller organisations without the support to engage in this process. 'Value for money' whilst key in our current cost conscious sector, can undermine small needs based services, making it difficult to meet the spectrum of needs in the community. With further cuts to budgets expected, the ultimate driver for commissioning appears increasingly to be financial.
- No
- No
- Application process is longer and more demanding. Improved communication with funding officers would help in the process
- Due to be changes

Are you clear on the LA requirements for commissioning work?



The respondent who said not yet said this was because the authority was not yet sure themselves. They expected it to be outcome focussed but felt the authority had not yet agreed the best model for evidencing or monitoring this.

At least one of the respondents who said they were not clear on the LA requirements is in a borough where the authority says it has clear outcomes defined ad shard with all.

Annexe 4 – Children and young people services - A London Funders survey



A number of London Funders members were becoming increasingly concerned about the way that the funding landscape for work with children and young people is changing in London. In particular, reductions in public sector spending appears to be having a significant impact on the provision of services across London.

In response to these concerns London Funders is establishing a Children's and Young People's Action Group, involving funders and others, to – as a first step - try and understand better what is happening to funding for children's and young people's services in London.

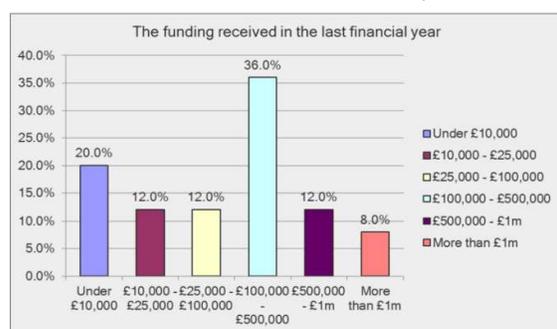
As part of this, they produced a short survey for London Funders' members who fund in the children and young people's space to get their views on what they see are happening in their local areas. The findings are reproduced here with their kind permission.

Children and Young People: Survey results

The respondents

- Funders: 14 respondents therefore can only make limited judgements on trends; however the funders who responded represented a broad variety of different funders, large and small and with different geographical remits. The survey was sent directly to 91 funders (including the local authorities).
- Service providers: 26 organisations representing a variety of different services, with different sizes and different focuses. The survey was distributed through Children England and London Youth to their members.

The funding received by the surveyed service providers can be seen below, showing that they had a broad range. A third of respondents were funded between £100,000 o £500,000 in the last financial year.



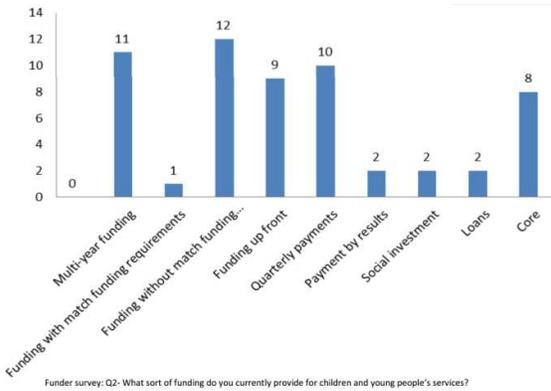
Service Provider survey Q3 – which funding streams do you receive?

Sources and types of funding

The service providers were asked to list their sources of funding, of which the table to the right shows their 3 main sources of funding.

Which are your three main sources of funding?

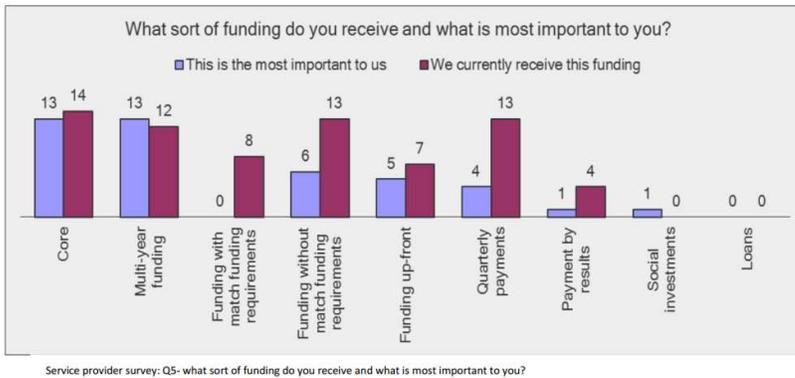
Answer Options	Response Percent	Response Count
Local Authority Core Grant	12.0%	3
Local Authority Project Grant	32.0%	8
Local Authority Contract	44.0%	11
Local Authority Payment by Results	0.0%	0
Individual Donations	36.0%	9
Core Trust Funding	12.0%	3
Project Trust Funding	48.0%	12
Corporate Funding	4.0%	1
Other Public Sector Grants	16.0%	4
Other Public Sector Contracts	16.0%	4
Lottery Funding	28.0%	7
Other (please specify)		4
answered question		25
skipped question		1



The same list of different types of funding was given to both the funders to detail what they provide and for the service providers to detail what they receive and also what is most important to them.

The bar chart shows how the funders surveyed most commonly provided funding without match funding requirements, multi-year funding and quarterly payments. When responding to questions on their predictions for future funding, a third of funders thought that funding without match funding requirements would increase in the next 12 months.

Although both universal access and targeted access were both funded to equal levels, nearly 4 times as many funders saw targeted access as a bigger priority.



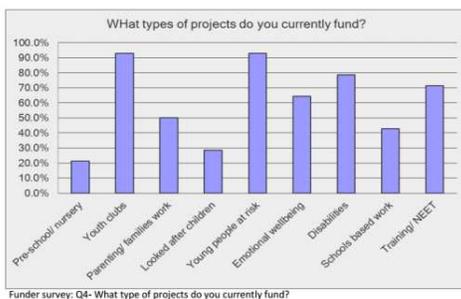
The service providers detailed core and multiyear funding as the types of funding most important to them.

Funding priorities

Many members of London Funders are often very restricted in terms of geographical reach and this is reflected in the survey. Funding priorities varied more though, and the main responses can be seen below:

- Housing problems and homelessness
- Rising poverty levels, employment support and low income families
- Gangs
- Violence and sexual exploitation
- Legal advice and advocacy
- Opening up youth provision, increasing physical activity, adventure play and youth work activities.
- Unifying the communities

Who is receiving the support and what are their needs?



Answer Options	Response Percent	Response Count
Mental Health	61.9%	13
Substance Abuse	23.8%	5
Poverty	52.4%	11
Sexual Health	28.6%	6
Disability	28.6%	6
Self-esteem	81.0%	17
Crime	23.8%	5
Access to Services	38.1%	8
Not in education, employment or training	47.6%	10
Other (please specify)		7
answered question		21
skipped question		5

While the service providers surveyed were working with young people with various needs, over half of the respondents saw self-esteem or mental health as a key issue.

Service providers assessed the key issues in various ways from the young people including feedback and evaluation forms and surveys, counselling, focus groups, one to one relationships, and statistical and government data.

Key issues facing service providers

- Funders' perceptions of the key issues for service providers included:
 - funding, cuts and uncertainty about future
 - pressure to work with highest level of need, expense of universal services
 - changing fundraising landscape – need to focus more on partnership
 - understanding application forms and monitoring outputs
 - recruiting volunteers
 - ability to attract and support high quality staff.

- When asked what funders could do to better meet their needs, service providers made the following comments:
 - Funding streams that offer full cost recovery (i.e. management/ evaluation/ capital and revenue)
 - Support and sustain successful projects, not always looking for innovation
 - Working in partnership with the service provider and asking them what they need to run their provision successfully. Fund consortium projects and infrastructure costs
 - Transparency in terms of funding, e.g. that all requirements are up front and built into funding, and also information about what streams are available
 - Multi-year grants with fewer restrictions on eligibility
 - Horizon scan and identify key government changes, looking at gaps in future provision
 - Allowing more scope for innovation in grant/contract specifications. The Third Sector cannot duplicate what the Public Sector does for less money but it can meet the same needs in different ways
 - Recognition of the need for core costs as opposed to project costs
 - Support the development of partnership working
 - Standardising funding requirements and monitoring
 - Greater flexibility to respond to new initiatives rather than being limited to delivering specific targets and outputs
 - Opportunities for feedback on proposals, less time-limited application procedures, and easier forms
 - More non-financial support e.g. reduced/ rent free premises for projects and core services, access to free or cheap training for staff and volunteers, direct support for service in schools, good practice support, digital technology
 - For funders to work with service providers in developing effective tools for measuring impact

Non-financial support

Two thirds of funders surveyed offered support other than financial, including buildings, business support (including consultancy and access to fundraising team), training and mentoring.

Nearly half of the service providers surveyed received some type of support that was not financial and all of these detailed how useful this was, including comments such as 'very useful', 'key to helping to keep the services running', 'make a very significant contribution' and 'vital'. This support varied as below:

- Reduced rent/ lease, free office space, desk space
- Free services e.g. photocopying, paper, in house printing, probono legal support, web-site design, PR and marketing
- Satellite services, training projects donated pro-bono
- Food donations. In kind support by local schools and children centres
- Volunteers, student placements, SLA for staff
- Support and supervision from senior local authority colleague

Published May 2014