

Impact Assessment

Assessment of:	Youth Service for Devon
Service:	Communities, Public Health, Environment and Prosperity
Head of Service:	Simon Kitchen
Date of sign off by Head of Service:	29/05/2019
Assessment carried out by (incl. job title):	Emma Bristow, Project Manager.

Section 1 – Background

Description:	<p>In 2014, the (in-house) youth service was revised and remodelled as part of a spending reduction across all Councils:</p> <ul style="list-style-type: none"> • Number of youth and community centres reduced from 32 to 8 • Budget reduced from £3M to £1.65M • Staff resource reduced from 114FTE to 50 FTE <p>Following a procurement exercise in 2016 where the in-house youth service was outsourced, DYS Space was established as a Staff Mutual and was awarded a three-year contract by DCC to provide a youth service in Devon beginning in February 2017.</p> <p>The scope of the current provision is for:</p> <ol style="list-style-type: none"> 1. An open access youth service for young people.
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	<ol style="list-style-type: none"> 2. Targeted youth work for Young People and targeted group work with Young People with multiple needs as part of an integrated offer to vulnerable Young People. 3. Advice, guidance and support to voluntary and community groups (including managing the youth work in Devon fund) 4. Alternative Provision to mainstream education (e.g. supporting young people at risk of permanent exclusion) which will be commissioned and funded by DCC, schools and other education providers 5. Providing the Duke of Edinburgh award scheme. <p>The service uses the existing eight Youth and Community Centres in Tiverton, Barnstaple, Exeter, Totnes, Okehampton, Newton Abbot, Bideford and Exmouth as the bases for open access youth work. These centres are also used as a base for targeted youth work which also takes place in other venues on an outreach bases to best suit the needs of the Young Person. In addition to the above youth hubs, an additional centre in Dawlish (Red Rock) is exclusively used for alternative provision.</p>
Reason for change/review:	<p>The current contract with DYS Space for Youth Services was due to expire on 31st January 2020.</p> <p>Following representations made at a “market warming” event on 15th May preparations are being made to extend that contract for two months – to allow more time for organisations to bid for the new contract.</p> <p>The new service will not be fundamentally different and as such the expectation is that from 1st April 2020 we will continue with the current model of 8 youth hubs (one in each District) offering universal open access and complemented by an outreach / targeted offer.</p> <p>Once a new provider is in place a wider review of the needs of young people and the location and provision of youth services across Devon will be considered.</p>

Section 2 - Impacts, options and recommendations

<p>Options Appraisal and Recommendations:</p>	<p>Option 1 – Do not retender the Youth Service contract Whilst the option of not retendering the contract would result in a cost saving to the Authority, our view is that a vibrant youth service offer is something that we should, as an Authority, want to commission on behalf of all our young people.</p> <p>Option 2 – Undertake a detailed review of youth services in Devon and consider alternative delivery models In 2017, we restricted the procurement exercise to Mutuals under Regulation 77 of the Public Contracts Regulations 2015. Contracts awarded under Regulation 77 cannot legally be longer than 3 years, so we are not able to lawfully extend our current contract with DYS Space for any significant length of time. There has not been time to undertake a detailed review of the youth service if we are to appoint and mobilise a provider by early 2020.</p> <p>Option 3– Retender the Youth Service contract on a like-for-like basis The commissioner’s recommendation following due consideration, is to go to the market with a specification that is very similar to the one used three years ago, in order to secure a coherent youth service offer in the short-term and to create the time and space for a more fundamental review, taking account of both local issues and any national policy changes, once a provider has been appointed. This option is likely to reduce any risks of significant negative impacts, and provides the opportunity for further future review and development.</p>
<p>Social/equality impacts (summary):</p>	<p>There is potential for impact on both youth service staff and service users due to the potential change in provider. Young people accessing support from DYS Space might be concerned around a change in organisation and how it might affect them, for example the fear of losing a youth worker or a change in ‘culture’ around delivery that could result in loss of trust. Should there be a change in provider, our expectation is that a detailed transition plan during the mobilisation and implementation phase of the project will be developed. Equally this expectation would apply to any potential staff who may be affected by TUPE.</p>

	<p>One of the core principles of effective youth work provision is that it is open and accessible to all young people. Information collated through the current contract monitoring cycle shows that at least 30% of young people attending open access sessions have a protected characteristic.</p> <p>A key principle of the specification for tender will be that any future provider will need to be able to work with a wide range of young people and a commitment to understand their needs. Any future provider will need to understand the contemporary issues affecting young people and demonstrate their ability to respond to any changes in local need.</p>
<p>Environmental impacts (summary):</p>	<p>There are unlikely to be significant environmental impacts from recommissioning this service. If more emphasis is placed on outreach support in the new contract then this may result in slightly more instances of workers needing to travel to where young people are located, but we are aware that youth workers already do this under the current contract. It is therefore likely that benefits of the improved service to young people are likely to significantly outweigh any minor impacts that may result from slightly increased travel.</p>
<p>Economic impacts (summary):</p>	<p>The service does not have a significant economic impact across Devon as a whole; it should employ local staff and volunteers.</p>
<p>Other impacts (partner agencies, services, DCC policies, possible 'unintended consequences'):</p>	<p>Whilst it is hard to measure the impact that good youth work has on the wider system, anecdotal evidence and qualitative data tells us that effective prevention and early interventions with young people (either as a result of open access or through targeted 1:1 or group session) can result in less young people requiring more formal and costly support and intervention from Children's Services or other statutory services (e.g. education, health, police, criminal justice).</p>
<p>How will impacts and actions be monitored?</p>	<p>Our expectation is that equality measures are built into the regular contract review meetings and any ongoing service evaluation of impact and outcomes.</p>

Background Analysis

This section describes how relevant questions and issues have been explored during the options appraisal.

Section 3 - Profile and views of stakeholders and people directly affected

People affected:	The Youth Service for Devon will primarily work with young people aged between 13- 19 years (although this may flex dependant on local need for example if a particular geographic area may benefit from an open access session for young people aged 10-12 years). The age range may also be broader for some specific groups of young people for example targeted sessions with young people with learning disabilities up to the age of 25 years.
Diversity profile and needs assessment of affected people:	Some of the key demographic information about young people using the service is: Around 1300 young people attend open access youth sessions at the 8 hubs About 150 young people receive targeted needs-led support on a 1-2-1 with a youth worker at any one time (through around 3500 sessions each year) The support to the Duke of Edinburgh award scheme currently has 180 young people from SEN schools in the scheme. 77% of young people using the service are White or White – British
Other stakeholders (agencies etc.):	As well as the young people themselves other stakeholders/organisations/agencies that may be impacted by a potential change in provider include colleagues in Schools and Education, Children’s Social Work Teams, Early Help, other services for young people e.g. mental health and substance misuse services Families and friends of the young people who are supported by the contract. Youth services provided by the voluntary and community sector. Youth services provided by the current provider under service level agreements e.g. X-Plore LGBT youth group

	Other external stakeholders will include residents in the close vicinity of the youth hubs.
Consultation process and results:	<p>As part of the retendering process we have planned consultations with:</p> <ul style="list-style-type: none"> - Commissioning colleagues in Education, Children’s Services, Mental Health, OPCC and Public Health - Potential providers via a market warming event - Young People to find out more about their experiences and what they think is important for a new contract - Children’s Scrutiny Committee <p>Feedback from all the above forums will be included in to the development of the specification either as core principles of the future service or as quality criteria for evaluating submitted bids.</p>
Research and information used:	<p>The development of the new contract has been informed by:</p> <ul style="list-style-type: none"> - Previous contract; - Public Health Outcomes Framework; - Monitoring meetings with current providers; - Government policy/direction - National studies of best practice e.g. <u>All-Party Parliamentary Group on Youth Affairs (APPG)</u>, Youth Work Inquiry, Final Report, April 2019; - and through consultation with providers and young people as part of the retendering process.

Section 4a - Social Impacts

Giving Due Regard to Equality and Human Rights

The local authority must consider how people will be affected by the service, policy or practice. In so doing we must give due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation
- Advance equality of opportunity and
- Foster good relations.

Where relevant, we must take into account the protected characteristics of age, disability, gender, gender reassignment, pregnancy and maternity, marriage and civil partnership, sexual orientation, race, and religion and belief.

This means considering how people with different needs get the different services they require and are not disadvantaged, and facilities are available to them on an equal basis in order to meet their needs; advancing equality of opportunity by recognising the disadvantages to which protected groups are subject and considering how they can be overcome.

We also need to ensure that human rights are protected. In particular, that people have:

- A reasonable level of choice in where and how they live their life and interact with others (this is an aspect of the human right to private and family life’).
- An appropriate level of care which results in dignity and respect (the protection to a private and family life, protection from torture and the freedom of thought, belief and religion within the Human Rights Act and elimination of discrimination and the promotion of good relations under the Equality Act 2010).
- A right to life (ensuring that nothing we do results in unlawful or unnecessary/avoidable death).

The Equality Act 2010 and other relevant legislation does not prevent the Council from taking difficult decisions which result in service reductions or closures for example, it does however require the Council to ensure that such decisions are:

- Informed and properly considered with a rigorous, conscious approach and open mind, taking due regard of the effects on the protected characteristics and the general duty to eliminate discrimination, advance equality and foster good relations.
- Proportionate (negative impacts are proportionate to the aims of the policy decision)
- Fair
- Necessary
- Reasonable, and
- Those affected have been adequately consulted.

Characteristics	<p>In what way can you eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage?</p> <p>Are there any lawful, reasonable and proportionate, unavoidable negative consequences?</p>	<p>In what way can you advance equality (meet needs, encourage participation, make adjustments for disabled people, ‘close gaps’).</p> <p>In what way can you foster good relations between groups (tackle prejudice and promote understanding), if relevant?</p>
All residents (include generic equality provisions):	Through a combination of universal open access sessions, targeted 1:1/group sessions and outreach work, the youth service for Devon will need to work with all young people regardless of gender, ethnicity, sexual orientation, religions and beliefs, and any future provider will need to ensure that staff do not discriminate against young people for any of these reasons	All providers will be required to demonstrate that they can work with young people from a variety of genders, ethnicities, sexual orientations, religions and beliefs, and that they will ensure staff do not discriminate against young people for any of these reasons. There may be some instances where it is appropriate for services to be targeted at specific groups if it can be demonstrated that these groups have specific needs or vulnerabilities. The specification and quality questions will need to specify the ability of providers to meet the needs of the whole client group.
Age:	Whilst the focus of Youth Service for Devon will be Young People aged 13 and 19 years old, “youth” is not necessarily a particular age but the developmental phase between childhood and adulthood. On this basis flexibility will be built into the contract to enable the provider to put in place particular arrangements for particular age groups outside of the scope of the contract (e.g. 11-13-year olds).	As this contract is for young people aged 13-19 years we will need to make sure that providers and commissioners are aware of the needs of this age group and able to work with them. By doing this we can ensure that the service is appropriately targeted to support young people and help them to address issues early.
Disability (incl. sensory, mobility, mental health, learning disability, ill	We can expect that a proportion of young people using the service will have a disability, a long-term illness and have recognised mental health needs. There could also be more young	Considering the prevalence of mental health needs among young people using the service we will need to ensure that there are good links between this service and other mental health services for children and

<p>health) and carers of disabled people:</p>	<p>people who do not have a diagnosed mental health need but are still in need with some mental health support, and there will also be young people who have been affected by a parent/carer with mental needs. We will therefore need to ensure that services are accessible to young people with disabilities, long-term illnesses and mental health needs to avoid disadvantaging these groups.</p> <p>Expectation on the provider to ensure that open access provision is available and welcoming to all, with the appropriate facilities available in each of the youth hubs.</p>	<p>young people and for care leavers, e.g. CAMHS, Early Help for Mental Health. Links with services for disabilities, health services and services for young people with learning disabilities will also be important. By ensuring that young people have access to the right support for their needs we can help to promote the wellbeing of these groups.</p> <p>Provider will be expected to consider ways in which specific groups for young people with disabilities could be delivered/supported.</p>
<p>Culture and ethnicity: nationality/national origin, skin colour, religion and belief:</p>	<p>Whilst 77% of young people accessing the youth service in 2017/18 were white British we also know that young people from a variety of ethnic groups use the service.</p> <p>The service will need to be able to work with a range of ethnic groups and to ensure that young people are not discriminated against on these grounds.</p>	<p>The service specifications will ensure that there is a duty for the provider to recognise and support the core principle that youth work in Devon is available and accessible to all groups of young people.</p> <p>A key principle of the specification is that we are looking to work with a provider who can engage with a wide range of marginalised groups (e.g. young asylum seekers) either through open access or targeted support. Monitoring information will show the demographics of individuals being supported</p>
<p>Sex, gender and gender identity (including men, women, non-binary and transgender people), and</p>	<p>Expectation on the provider to ensure that open access provision is available and welcoming to all, with the appropriate facilities available in each of the youth hubs.</p>	<p>Expectation on the provider to encourage participation of boys and girls equally and including the needs of trans young people through appropriate and relevant activities.</p>

<p>pregnancy and maternity (including women's right to breastfeed).</p>		
<p>Sexual orientation and marriage/civil partnership:</p>	<p>Young people accessing the youth service have a variety of sexual orientations, including heterosexual, gay, lesbian, bisexual and young people who are not yet sure or who prefer not to say.</p> <p>A key principle of the specification is that we are looking to work with a provider who will engage with a wide range of marginalised groups and is sensitive to the needs of young people from all these groups and that young people are not discriminated against on any of these grounds.</p>	<p>Provider will be expected to consider ways in which specific LGBT groups could be delivered supported.</p>
<p>Other socio-economic factors such as families, carers, single people/couples, low income, vulnerability, education, reading/writing skills, 'digital exclusion' and rural isolation.</p>	<p>The service is free to access, and open access sessions are available at days of the day that make them accessible to young people e.g. after school/early evening. However, rural isolation may be an issue for some young people affecting their ability to access one of the eight youth hubs. The expectation is that the provider will consider the travel arrangements to venues for targeted and group work. To extend and sustain the voluntary youth work sector in Devon, the provider will be expected to help local communities grow their own capacity and capability to commission and / or provide youth services</p>	<p>The contract will require the provider(s) to work with young people to support them to get into or remain in employment, education or training. The specification includes;</p> <ul style="list-style-type: none"> - Offering accreditation opportunities such as the Duke of Edinburgh Award Scheme - Providing informal social education programmes and activities for Young People

	<p>In some areas of the county young people are faced with challenges around low wages and productivity, with skills shortages and high rates of youth unemployment. The impact of poverty and deprivation, with high costs of living contribute to a number of problems for young people including food poverty and homelessness. In response to this a key requirement of the service is to engage with a wide range of marginalised groups, including but not limited to;</p> <ul style="list-style-type: none"> - Young people living with deprivation and food poverty - Young people not in education, employment or training - Young people on the edge of the criminal justice system <p>•</p> <p>Some of the issues affecting Young People in Devon, although not uniformly across the county, include teenage pregnancy, self-harm and living in homes where domestic violence is present.</p> <ul style="list-style-type: none"> - The service will work with Young People with multiple needs and must work in an integrated way with Partners as part of the Early-Help system to ensure a co-ordinated response to young people and their families 	
Human rights considerations:	No adverse impact on human rights has been identified	

Supporting independence, wellbeing and resilience:

In what way can you support and create opportunities for people and communities (of place and interest) to be independent, empowered and resourceful?	This requirement will be built into the specification (as is now within the existing contract) as the provider will be expected to consider how they can achieve this through the activities they deliver to young people.
In what way can you help people to be safe, protected from harm, and with good health and wellbeing?	The service works with young people in a strength-based way. A requirement of the service is the ability to work with partners to ensure that young people have access to high quality expert information, advice and support (for example, mental health, physical health, sexual health, relationship health)
In what way can you help people to be connected, and involved in community activities?	The service will support young people to access opportunities within their local communities wherever possible. This could include work, volunteering and community activities. The existing contract requires the provider to work with and support a range of community youth groups and organisations as well as facilitating the distribution of a significant grant from the Council across communities.

Section 4b - Environmental impacts

	Describe any actual or potential negative consequences. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Reduce, reuse, recycle and compost:	n/a	n/a
Conserve and enhance wildlife:	n/a	n/a
Safeguard the distinctive characteristics, features and special qualities of Devon's landscape:	n/a	n/a

Conserve and enhance Devon's cultural and historic heritage:	n/a	n/a
Minimise greenhouse gas emissions:	n/a	n/a
Minimise pollution (including air, land, water, light and noise):	n/a	n/a
Contribute to reducing water consumption:	n/a	n/a
Ensure resilience to the future effects of climate change (warmer, wetter winters; drier, hotter summers; more intense storms; and rising sea level):	n/a	n/a
Other (please state below):	n/a	n/a

Section 4c - Economic impacts

	Describe any actual or potential negative consequences. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Impact on knowledge and skills:	No negative impacts have been identified.	A key principle of the commissioned youth service is the requirement to work alongside the voluntary and community sector workforce when specific skills or subject expertise is required. This will have a positive impact on the voluntary sector youth workforce in terms of increasing the skills and knowledge available

		which in turn will improve the quality of provision available to young people.
Impact on employment levels:	No negative impacts have been identified.	The requirement for the service to work alongside the voluntary and community sector workforce when specific skills or subject expertise is required will help to strengthen the voluntary youth work sector and in turn create employment opportunities.
Impact on local business:	No negative impacts have been identified.	The requirement for the service to work alongside the voluntary and community sector workforce will create sustainable community-based youth provision around the county which in turn will increase the availability of quality youth work for young people.

Section 4d - Combined Impacts

Linkages or conflicts between social, environmental and economic impacts:	Nothing significant identified
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Section 5 - 'Social Value' of planned commissioned/procured services

How will the economic, social and environmental well-being of the relevant area be improved through what is being proposed? And how, in conducting the process of procurement, might that improvement be secured?	The service needs to link into other services for children and young people (including Early-Help and Education) as well as connect with local voluntary and community youth groups. The tender process will ensure the provider offering the best reach and offer to young Devon residents will be successful and the evaluation questions are designed to understand how the provider will do this.
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