

Impact Assessment

Version 0.2

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Assessment of:	Youth Service for Devon
Service:	Public Health & Communities

Head of Service:	Simon Kitchen – Head of Communities
Date of sign off by Head of Service:	Version 0.2 31/10/2024
Assessment carried out by (incl. job title):	Jason Allen, Communities Business & Commissioning Lead

Section 1 - Background

Description:	<p>In 2014, the (in-house) youth service was revised and remodelled as part of spending reductions across the Council:</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. The service was subject to an open procurement for a 5 year contract ending 31st March 2025.</p> <p><u>The scope of the current provision is for:</u></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 basis 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 is due to expire on 31st March 2025.</p> <p>Following review of youth delivery within the context of other services provided by the Council and VCSE organisations, further work is required to build a more integrated model of support for young people in Devon, capitalising on opportunities to work closer together and sharing DCC and Community assets.</p> <p>The new service will not be fundamentally different and as such the expectation is that from 1st April 2025, 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 for an extended period of 12 months to 31st March 2026.</p>

Section 2 - Impacts, options and recommendations

See sections 3, 4 and 5 for background analysis

Options Appraisal and Recommendations:

Alternative options considered

a) Procure new contract in line with current service specification

The process to procure a new contract in line with current service specification with some minor amendments would comply with procurement legislation. The new contract would be for a similar term of 5 years. However, with any longer-term contract there is also the danger of the Council's needs and aspirations can be restricted by contractual relationships that provide delays to transformation of the service that we would like to see.

b) Bring Youth Services and TUPE of staff in-house for direct delivery by DCC

The specific delivery model of public service mutual pioneered by the provider and the Council has served young people and the Council well by offering considerable value for money, in part through the alternative funding and contracts available to the provider given their charitable status. An internal model would be more expensive. The charity is an important part of the local infrastructure supporting young people in Devon.

c) Stop service

The government's emerging strategies regarding future investment in Youth Hubs targeting support for employment, mental health and crime alongside support for young people would suggest additional capacity and intervention will be required from professional youth work provision. Stopping the service would detrimentally affect current young people who access all the services and impact the Council's ability to respond to future government priorities. This is further outlined within the published impact assessment for the current contract.

It is recommended however in order to deliver a more integrated Youth offer across Devon, to extend the existing contract with DYS-Space beyond the current term by 1 year through to 31st March 2026, and work with the provider reviewing options for buildings and community grant fund, alongside opportunities for service development and wider alignment..

<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 (see other options). 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 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. 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 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 local economic impact, 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 performance management arrangements and 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: 1500 young people attend open access youth sessions at the 8 hubs 301 referrals for targeted 1-2-1 support from a youth worker received Duke of Edinburgh award currently has 206 young people from SEN schools in the scheme. 88% of young people using the service are White or White – British 49% are Female, 45% are male and 6% prefer not to say\Non-Binary\Gender variant\Trans
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.

	<p>Youth services provided by the current provider under service level agreements e.g. X-Plore LGBT youth group</p> <p>Other external stakeholders will include residents in the close vicinity of the youth hubs.</p>
<p>Consultation process and results:</p>	<p>As part of the we have consulted with:</p> <ul style="list-style-type: none"> - Commissioning colleagues in Education, Children’s Services, Mental Health, OPCC and Public Health - Young People to find out more about their experiences and what they think is important the existing service - The current service provider <p>Feedback from all the above forums will be included into the development of the specification either as core principles of the future service or as quality criteria for evaluating submitted bids.</p>
<p>Research and information used:</p>	<p>The opportunities for potential future service when re-procured in readiness for April 2026:</p> <ul style="list-style-type: none"> - Existing contract; - Public Health Outcomes Framework; - Monitoring meetings with current providers. - Government policy/direction - and through consultation with providers and young people.

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	In what way can you eliminate or reduce the potential for direct or indirect discrimination, harassment or disadvantage? Are there any lawful, reasonable and proportionate, unavoidable negative consequences?	In what way can you advance equality (meet needs, encourage participation, make adjustments for disabled people, ‘close gaps’). In what way can you foster good relations between groups (tackle prejudice and promote understanding), if relevant?
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	The current provider will continue to 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 current contract will continue 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).	The service provider will continue to ensure the service is appropriately targeted to support young people and help them to address issues early.
Disability (incl. sensory, mobility, mental health,	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.	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

<p>learning disability, ill health) and carers of disabled people:</p>	<p>There could also be more young 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>health services for children and 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 services can be delivered to specific groups of young people with disabilities including specific reference to SEND.</p>
<p>Culture and ethnicity: nationality/national origin, skin colour, religion and belief:</p>	<p>Whilst 36% 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>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 service is to engage with a wide range of marginalised groups (e.g. young asylum seekers) either through open access or targeted support.</p> <p>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 pregnancy and maternity</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>

(including women's right to breastfeed).		
Sexual orientation and marriage/civil partnership:	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.	Provider will be expected to continue providing options in which specific LGBT groups could be delivered/supported.
Other socio-economic factors such as families, carers, single people/couples, low income, vulnerability, education, reading/writing skills, 'digital exclusion' and rural isolation.	<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>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>	<p>The service will 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

	<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>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?

Give consideration to the groups listed above and how they may have different needs.

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 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.

Section 4b - Environmental impacts

An impact assessment should give due regard to the following activities in order to ensure we meet a range of environmental legal duties.

The policy or practice does not require the identification of environmental impacts using this Impact Assessment process because it is subject to (please select from the table below and proceed to the 4c, otherwise complete the environmental analysis table):

	Devon County Council's Environmental Review Process
	Planning Permission
	Environmental Impact Assessment
	Strategic Environmental Assessment

	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

	<p>Describe any actual or potential negative consequences.</p> <p>(Consider how to mitigate against these).</p>	<p>Describe any actual or potential neutral or positive outcomes.</p> <p>(Consider how to improve as far as possible).</p>
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 Devon residents will be successful and the evaluation questions are designed to understand how the provider will do this.
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