



Report to Children, Young People and Family Support Scrutiny & Policy Development Committee

Report of: Jayne Ludlam – Executive Director of People Portfolio

Subject: Young People Services Review

Author of Report: Sam Martin, Head of Commissioning – Vulnerable People.
Sam.martin@sheffield.gov.uk

Summary:

This report sets out in detail the work of the Young People Services Review being conducted by the Leader of the Council. The Review is considering the range of support currently commissioned or delivered by the Council which supports young people who struggle to make a successful transition from their teenage years into early adulthood. The review will develop proposals for the future delivery of these services, potentially through a more joined up service model which should be more effective and streamlined and support better outcomes for young people.

Type of item: The report author should tick the appropriate box

| | |
|---|----------|
| Reviewing of existing policy | x |
| Informing the development of new policy | x |
| Statutory consultation | |
| Performance / budget monitoring report | |
| Cabinet request for scrutiny | |
| Full Council request for scrutiny | |
| Community Assembly request for scrutiny | |
| Call-in of Cabinet decision | |
| Briefing paper for the Scrutiny Committee | |
| Other | |

The Scrutiny Committee is being asked to:

- Consider and discuss the report on the progress and findings of the Young Peoples Services Review.
- Provide comment and feedback on the work completed to date including the key outcomes, principles and potential delivery model.
- Identify any priority areas for the review group to consider further
- Make any other proposals or recommendations for consideration in the final review report. _____

Background Papers: None

Category of Report: OPEN

Report of the Executive Director of People Portfolio **Young People Services Review**

Purpose of the review

1. In July 2018 Cabinet agreed to establish a review of services to Vulnerable Young People, to be led by the Leader of the Council. The review is to fully examine the current provision of services to different groups of young people, look at current demand and needs for services and support, and explore potential for restructuring services or recommissioning the way in which services are provided. The review would consider how the Council meets its statutory duties in respect of young people especially those considered vulnerable.
2. The aims of the review are therefore:
 - To look at *what* we need, or want to do; what outcomes we want to improve; which services, functions and activities are likely to deliver those outcomes and how these different functions can be delivered in a more integrated way.
 - To look at *how we want to do it*; what delivery models are available to us, how can services be better integrated and preventative in approach and the pros and cons of different approaches to commissioning or delivery.
3. The rationale behind the need for re-examining young people's needs and services to support them is based on three key areas that we know from research are prevalent both locally and nationally.
4. Young people's needs are becoming a) more complex and b) more intertwined needing a more joined up response
5. We know that many young people are at risk of multiple poor outcomes and that many young people 'bounce around' services
6. We also know there are common risk factors which, if identified earlier, could allow us to intervene sooner before young people's needs escalate and require more intensive, higher cost interventions.

Background

7. The majority of young people in Sheffield progress through their teenage years into early adulthood without requiring support beyond their families, friends, and universal services such as school or their GP. However, for those that do need extra support, a range of services are in place to provide the practical and emotional support they need.

8. Sheffield City Council, South Yorkshire Police and the NHS in Sheffield provide a range of services for young people, including, but not limited to; community youth teams, housing and homelessness support, youth justice, care leavers support, drug and alcohol support, domestic and sexual abuse support, Child Sexual Exploitation, dedicated police officers in neighbourhood teams, mental health support, and employment, education, and skills support. A range of other support exists through voluntary, community and charitable organisations.
9. Pressure on these services continues to increase and significant government cuts have impacted on these services since 2010.
10. Young people have told us that they want to be able to be supported by one worker, someone they trust, for the duration of their time receiving support, and have highlighted the importance of having a voice in shaping the services that support them.
11. We know that young people tend to be subject to multiple vulnerabilities. For example, young people who are not in education, employment or training ('NEET') are 50% more likely to have a prescription for depression or anxiety than their peers, and 18% of young people in custody have special educational needs or disabilities, compared to 3% of pupils overall. While services for young people in Sheffield provide excellent support, delivered by a dedicated workforce, the way they are structured, commissioned and delivered does not reflect this complex nature of young people's needs, and is not always equipped to support around multiple areas of vulnerability.
12. While services seek to work together where possible, and there are good examples of them doing so, they are separately commissioned, contracted, and delivered by different organisations and parts of organisations, and as a result opportunities for joint working are limited. Services can be complex to navigate, and a young person may find themselves bouncing between numerous services if they have a number of different support needs. This is frustrating for the young people themselves as well as the dedicated workers within the services.
13. When young people move between services there is a need to make referrals, transfer information, and handover to a new support worker who may undertake a new assessment, meaning the young person may have to 'tell their story' all over again. This can lead to young people 'bouncing around the system' and struggling to access the right support at the right time. As a result, services are often unable to reach them until their support needs have become complex, which is unlikely to lead to them achieving the best outcomes possible.
14. We have an increasing understanding of the ways in which teenagers can be drawn into exploitative and dangerous relationships through peer group activity and influences of adults outside the family. This emerging approach

to 'contextual safeguarding' is being implemented through our strategies to tackle sexual exploitation, supporting young people who go missing, or those at risk of peer abuse or getting drawn into gang activity. The review is considering how these issues can be tackled much earlier and in a coordinated way. There has been a higher number of teenagers coming into the care system in the last few years (reflecting a national trend) and we know that outcomes for young people who come into care in their later teenage years are generally poor.

What is the Review intended to address or improve?

15. 2016 population estimates suggest that there are approximately 50,000 young people aged 13 – 19 living in Sheffield in any given year. Of these, around 3000 per year are in contact with one or more of; youth justice, community youth teams, drug and alcohol services, care leavers support, housing and homelessness support, Not in Education, Employment or Training (NEETs) support and other services which exist to support vulnerable young people. A further 1000 young people aged 8 – 12 and 20 – 25, are in contact with these same services, making a total of around 4000 young people who are supported by one or more of these services each year.
16. These are young people who face difficulties in achieving good outcomes; for example they are struggling at, or excluded from, school, are NEET or at risk of becoming NEET, are homeless or in insecure housing, may be getting involved in crime or anti-social behaviour, and often have poor mental health and wellbeing. Our ambition for these young people is for them to receive the support they need to achieve positive outcomes, and to go on to have happy, healthy, and successful lives.

Why is this issue important to public services in Sheffield?

17. The support we provide to young people, particularly young people identified as facing difficulties in achieving good outcomes, is crucial to setting them up for happy, healthy and fulfilled lives.

Process of the review

18. From consultation with workers, young people and providers, as well as from data held, there are some clear needs emerging:-

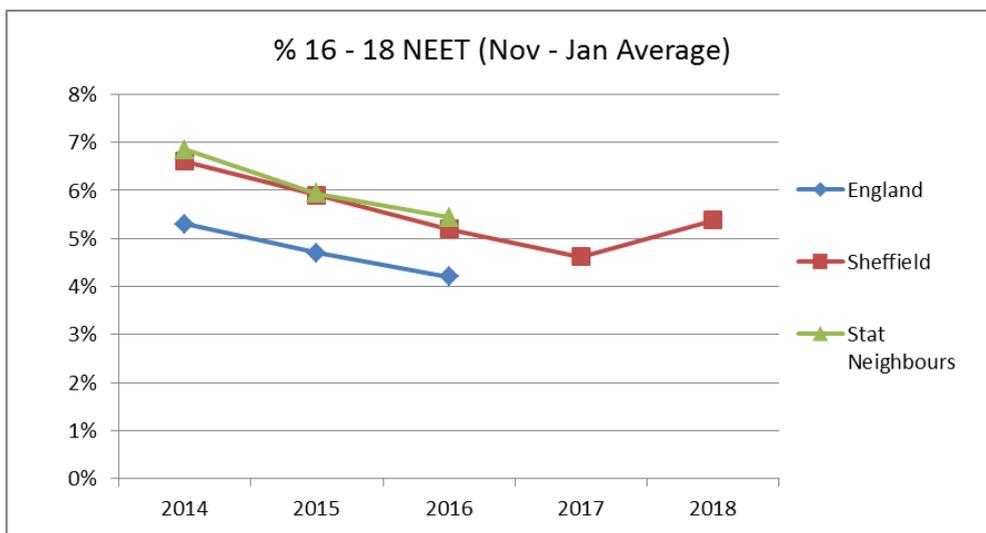
- family breakdowns with increased impact of poverty and benefits changes leading to an increased need for supported accommodation
 - Mental health issues, increased stress, anxiety, depression, not always at crisis level and often unsupported with a lack of lower level therapeutic interventions leaving many young people unsupported until they reach crisis intervention thresholds.
 - Poor attendance and progress in school; lowered attainment with a lack of opportunities for vocational / skills training at lower levels, further hampered by the impact of entry level requirements for post 16 opportunities
 - Poorer general and sexual health, involvement with drugs and alcohol needing earlier intervention
 - risky behaviour
 - Risk of sexual exploitation
 - Lack of affordable positive diversionary activity
19. Initially the review has focussed on determining what is in and out of scope, looking at the size of the cohort involved and the needs of young people, current provision and costs / budget lines and how the funding, if brought together, could be used in a different or better way to secure improved outcomes for particularly vulnerable young people.
20. Specific Services in the scope of the review
- Community Youth Teams
 - Targeted careers guidance/NEETs
 - Youth Prevention Work
 - Youth Justice Service
 - Care leavers support (inc Personal Advisors)
 - Young People's drug and alcohol support and treatment
 - Young people's housing related support (hostels and floating support)
 - Sexual Exploitation Service
 - Missing young people
21. However, the review acknowledges that there are a range of other services and support structures that help young people make a successful transition from their teenage years to adulthood, starting with family and friends, and universal services like schools. The Review is not looking in detail at these services but will be considering how to influence the development of these services for the benefit of all young people in Sheffield. This includes services like:
- Youth clubs, sports clubs, or after school activities
 - Youth involvement work like youth cabinet/youth voice
 - Duke of Edinburgh
 - Leisure services/after school clubs
 - School inclusion/PRU

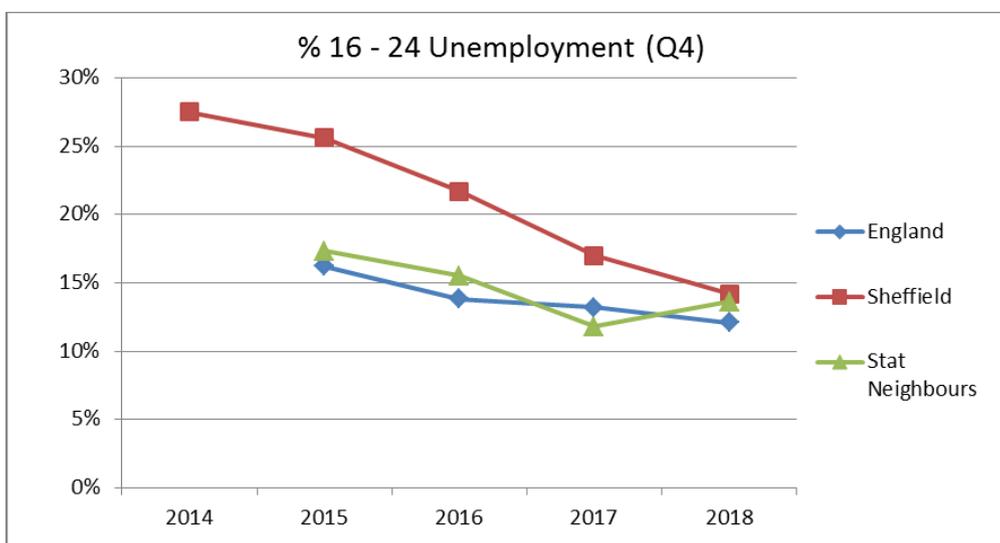
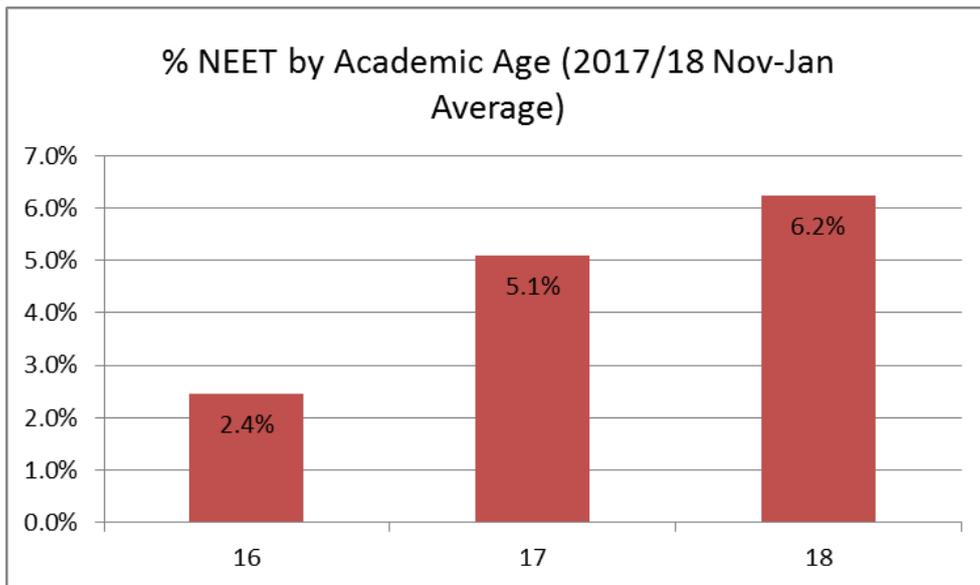
- SEND/EHC planning and special schools
- Universal careers advice and schools careers education
- Formal Post 16 training, education, employment, apprenticeships etc.

The Changing Needs of Young People

22. Societal changes have brought about changes in the needs of young people and increasingly they fall into multiple service areas when they need support. The review team have looked at a large range of data to determine whether our feelings about this had any basis in reality and where some further data collation and analysis was needed
23. Initially based on the Risk of NEET indicators (RoNI), additional indicators were added to provide a rounded view of young people with a focus on the current Y11 cohort. This provided detailed information for the last full academic year and tracking back for a further 3-5 years to see if there was any change from year to year on the nature and intensity of interventions they had received, or in the impact of any changing circumstances.
24. The Council collects, or has access to, data about certain outcomes for young people, and contributes to nationally collated datasets which allow for tracking of this data over time, and some comparison with other local authority areas and the country as a whole. The following tables set out some key areas of data relevant to the young people’s review:

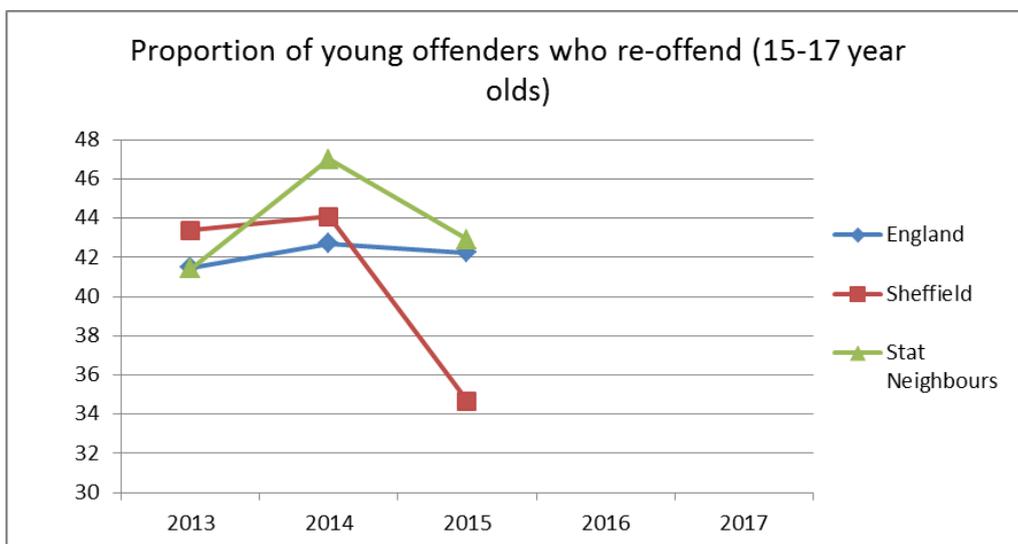
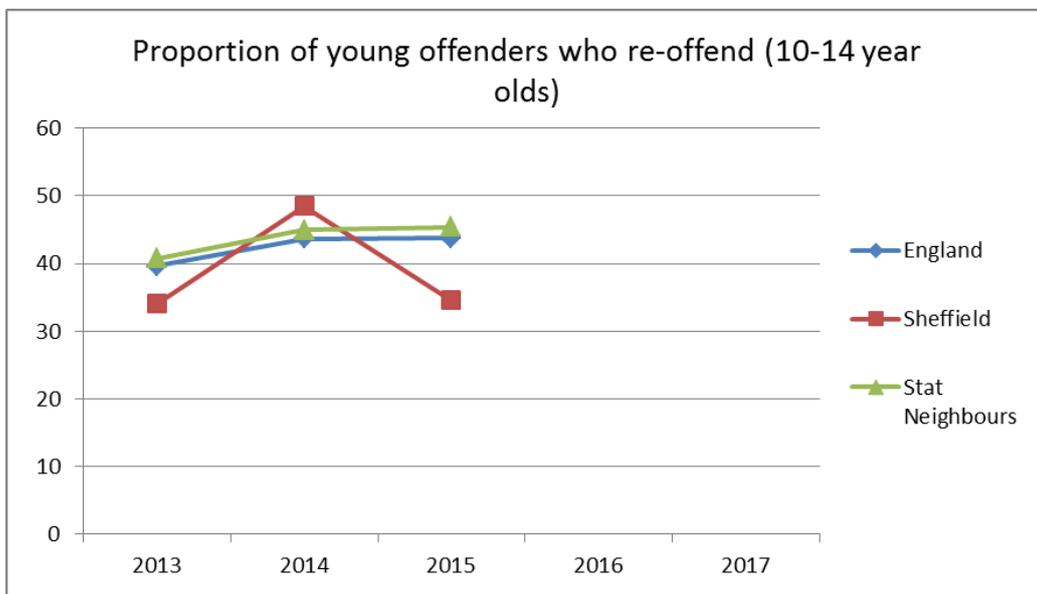
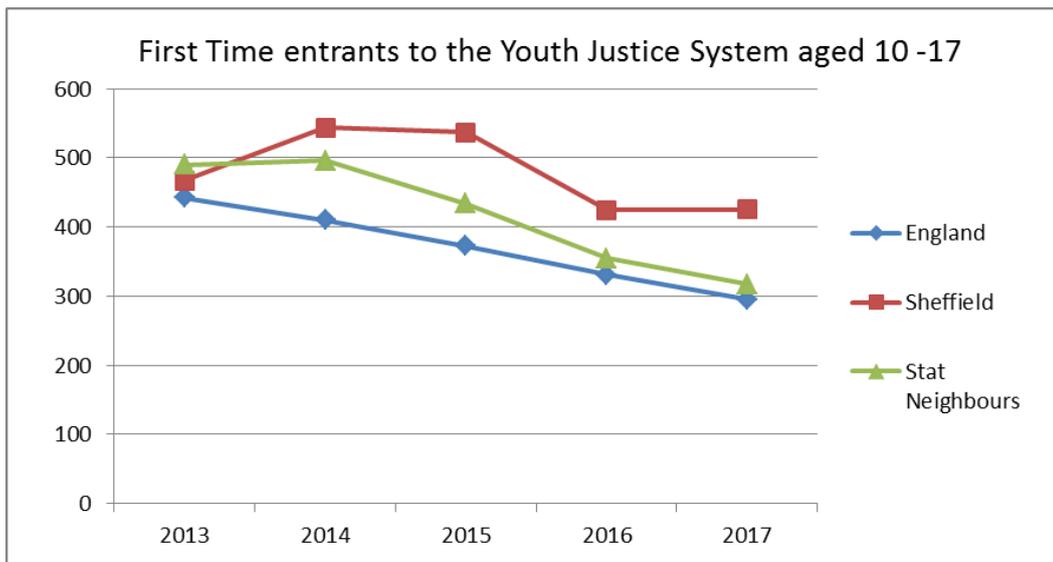
Education, Training and Employment

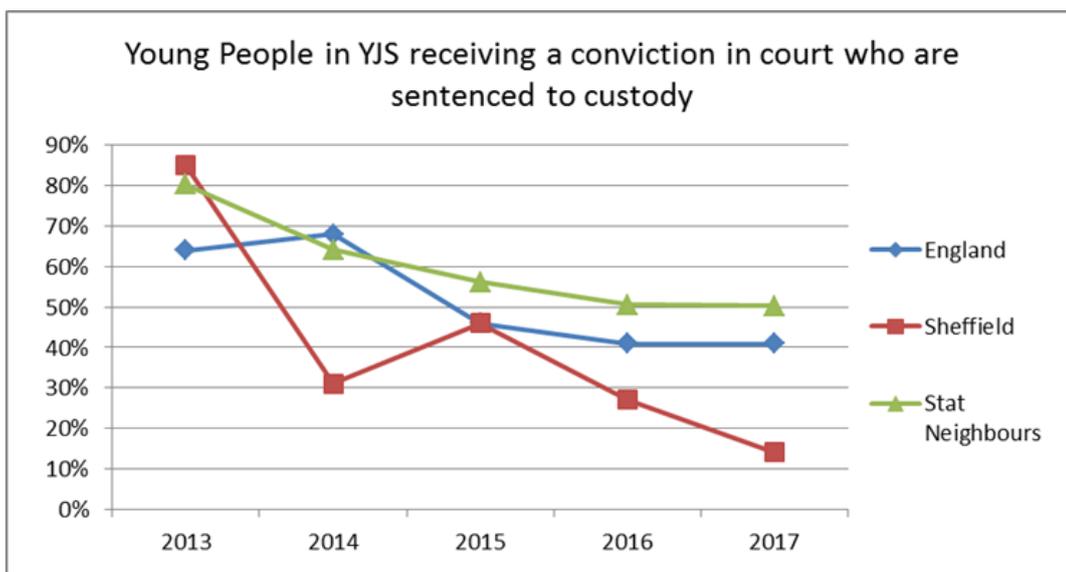




25. Broadly more young people are securing post 16 progression into education, training or employment, however, there are significant concerns that these Improvements may not be sustainable. Also although most young people secure a place at college or training, or an apprenticeship for Year 12 the numbers who subsequently drop out after Year 12 is a concern. There are also concerns about the type of job opportunities available to young people and whether these provide a sustainable career and development pathway.

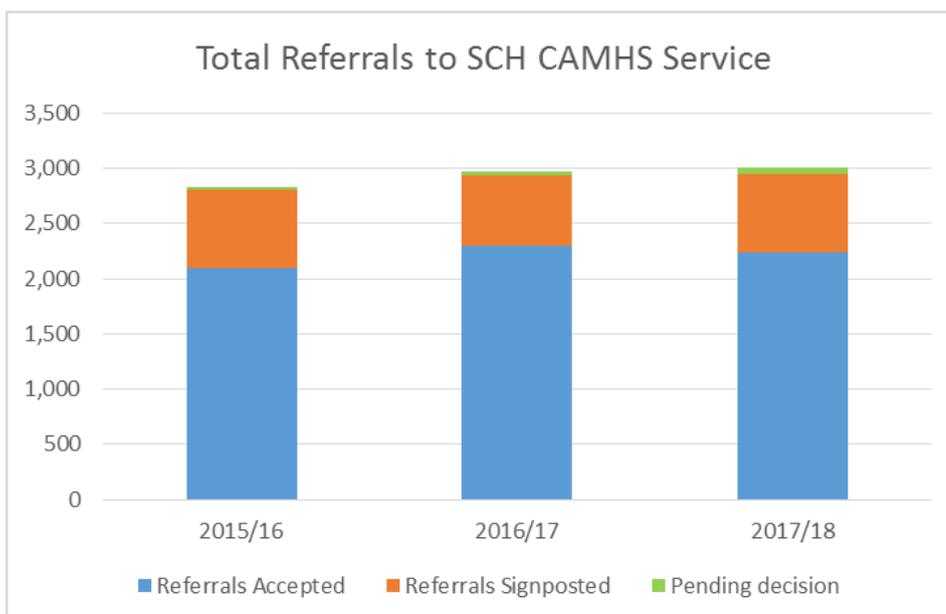
Crime

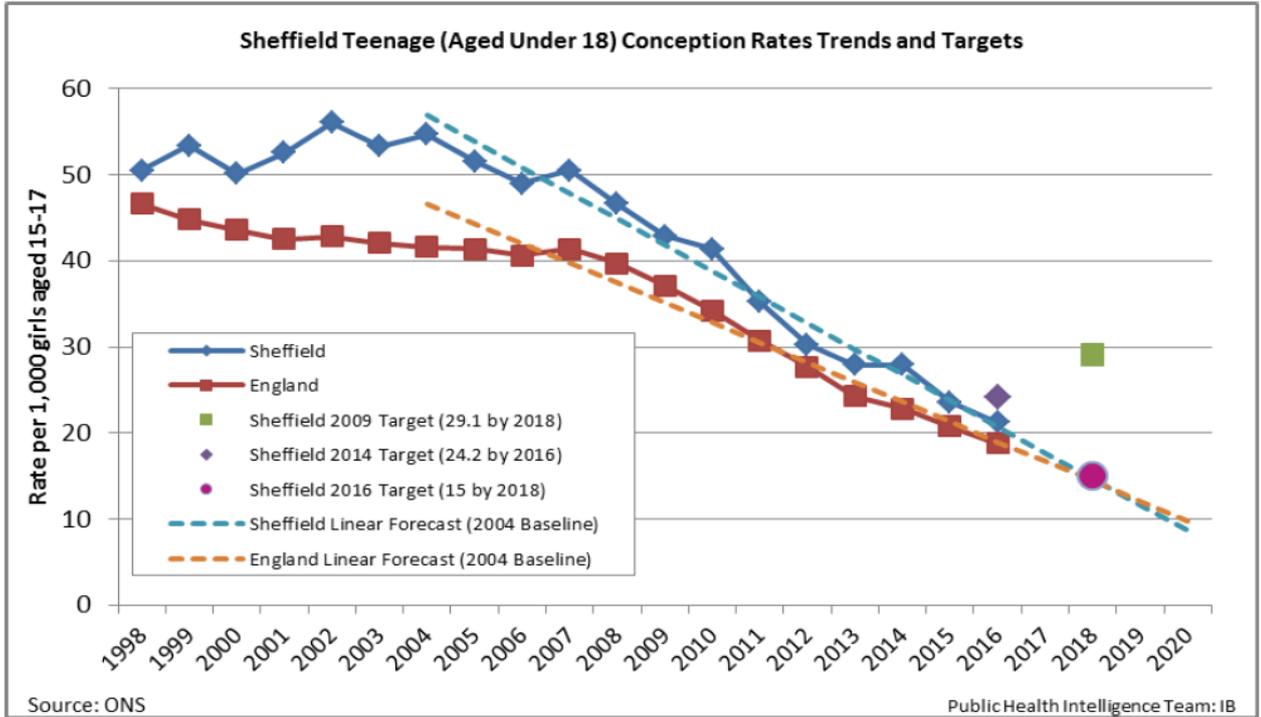
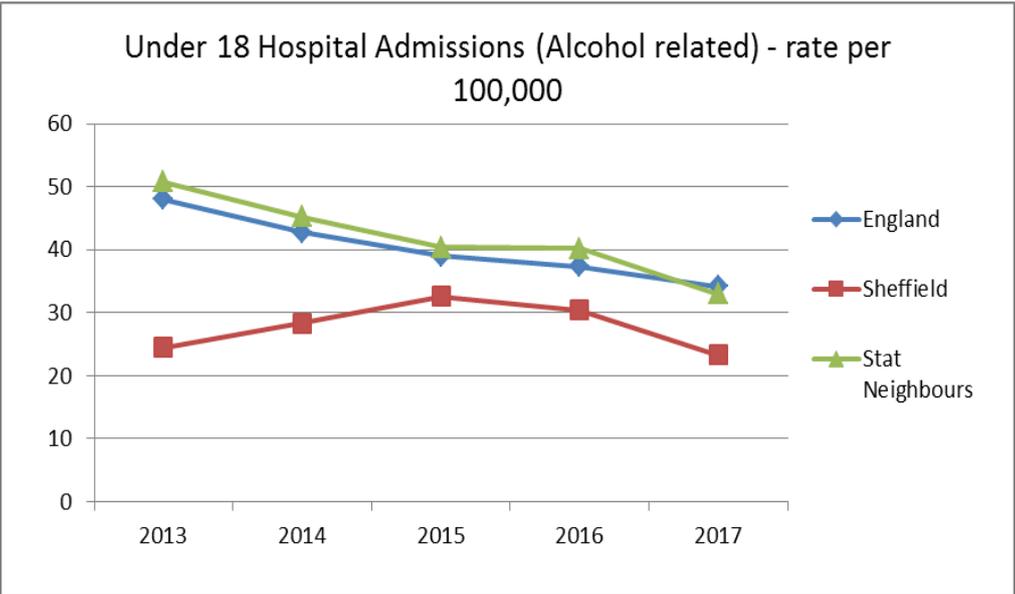




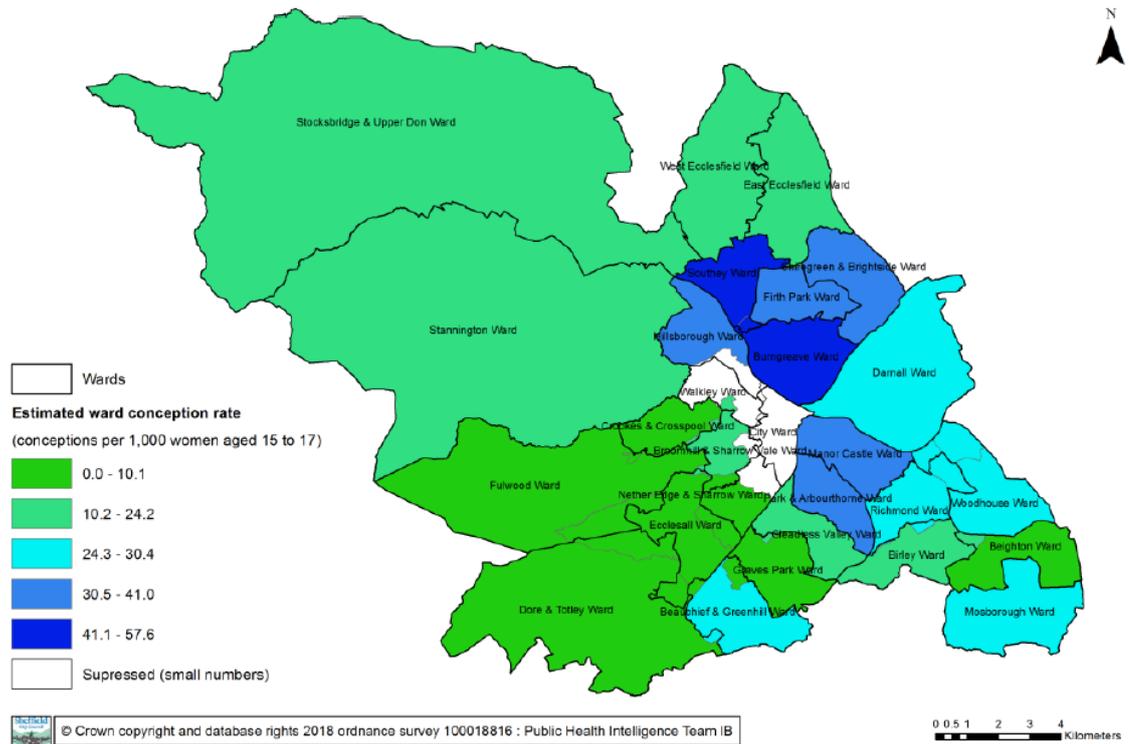
In summary, offending and reoffending rates have fallen broadly over the last 5 years but it is possible this gradual downward trend has halted. In terms of the offender cohort the numbers are relatively small so there can look like big changes year on year so it is more useful to look at overall trends. There are emerging concerns about violent crime and risks of gang involvement for young people

Health and Mental Health



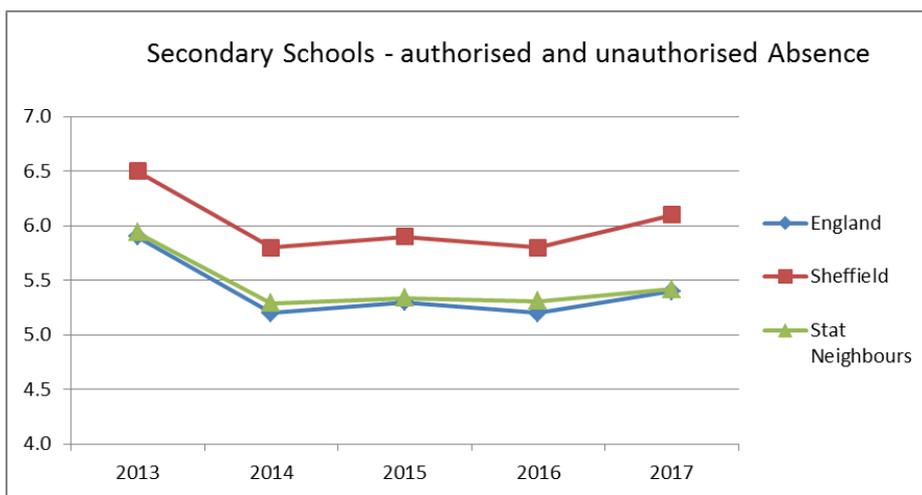


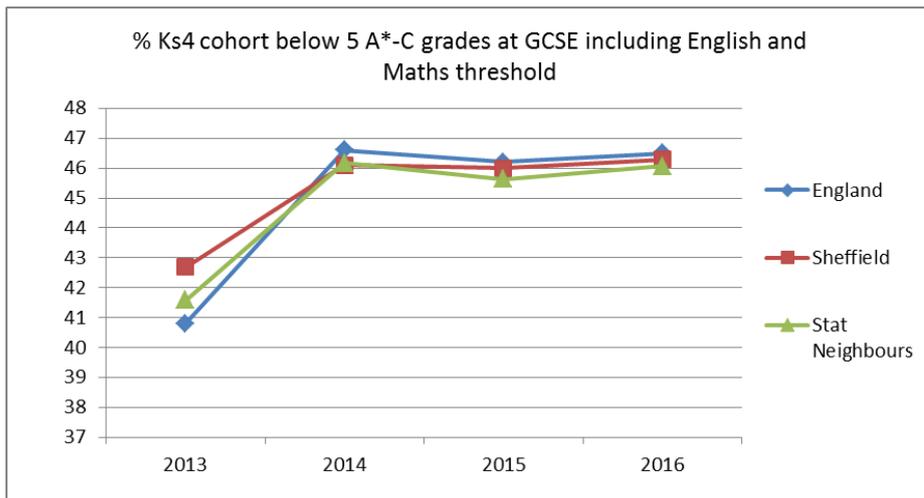
Under-18 Conceptions: ONS Ward Rates 2013-2015 (pre 2016 ward boundaries data, with new ward boundaries marked)



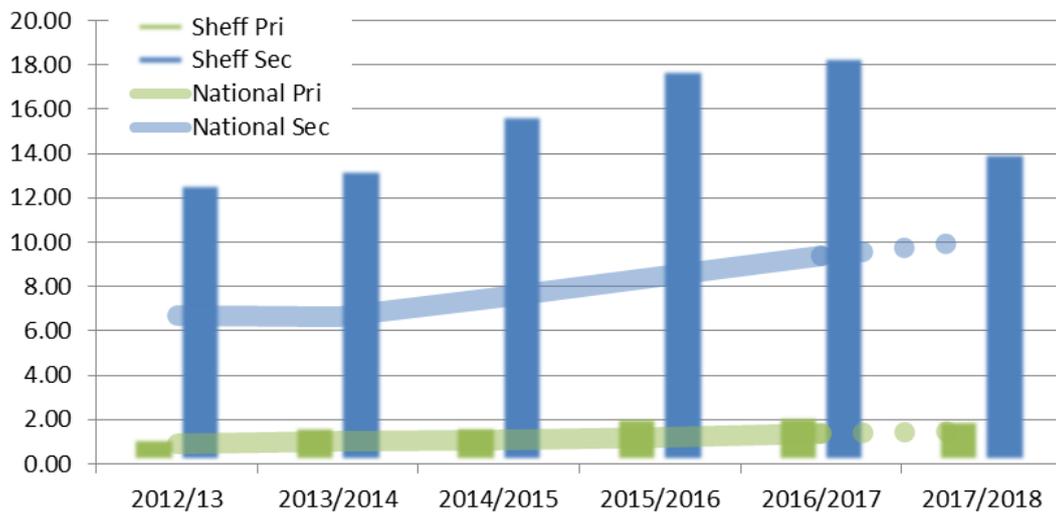
26. The above 2 charts show that over the last 10 years there has been a significant reduction in teen pregnancies in Sheffield, which reflects a similar national pattern, although Sheffield rates have closed the gap with the national rates over the same period. However, the bottom map shows that there is still a big disparity in teen conception rates across different areas of the city.

School Engagement

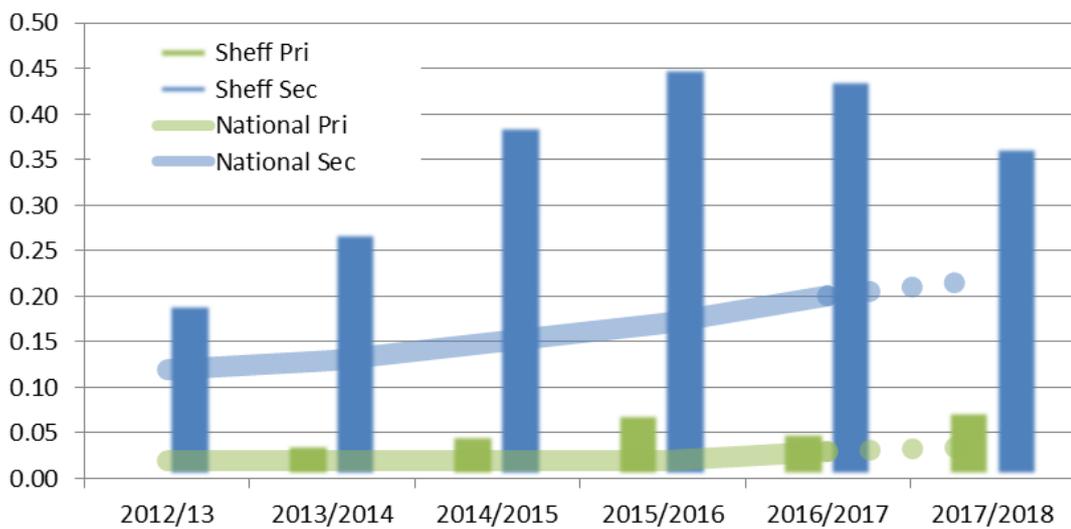




Fixed Term School Exclusion Rates



Permanent Exclusion Rates



27. School engagement (as indicated by absence and exclusion rates) remain a challenge, although some improvements have been made in the last school year to exclusion rates.

Service Data

28. The review has also looked at a range of other data relevant to the needs of young people about the uptake and contact with different services.

29. Attainment/progression

- Low attainment at 16 – 46% (around 2500 young people) didn't achieve 5 A-C GCSEs in 2016/17
- NEET at 16, 17, 18 – 1663 young people were NEET at some point in 2016/17

30. 'Lifelong barriers'

- SEND
- numbers with EHC plan 11-25 - 1882
- Numbers with 'school action/myplan?' – 3822 (post 16 numbers underestimated though)
- Numbers of SEND, excluding social/emotional/behavioural? – 1076 (18% of total)
- Mental health conditions/treatment – c 3000 CAMHS (any age) referrals per year
- Drug and alcohol treatment – 101 structured treatment cases the young people's substance misuse service in 2017/18., 126 brief interventions.

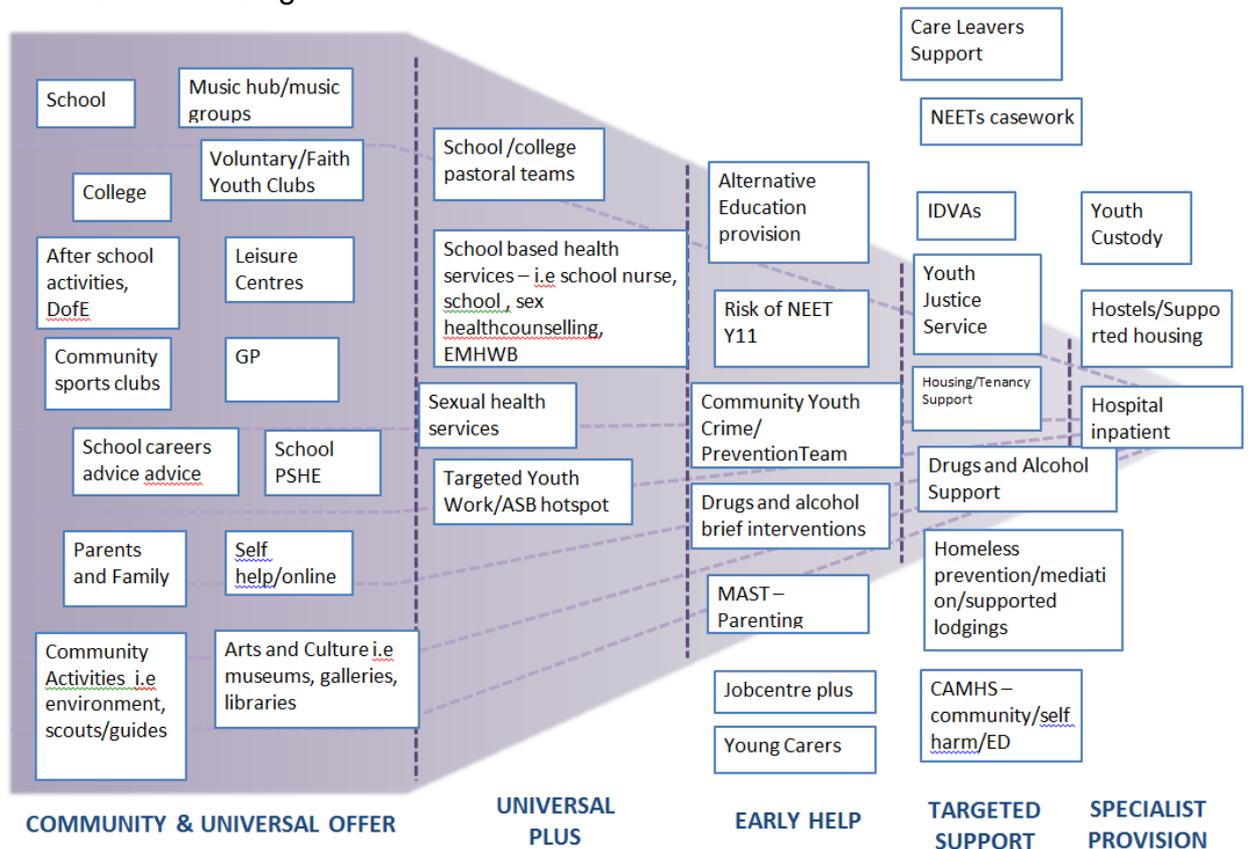
31. Social/individual

- Numbers in households affected by domestic violence – 17,292 estimated children in Sheffield who have a female parent who has been a victim of domestic abuse (no age breakdown).
- An estimated 1,900 young people aged 16 to 19 years (1,660 of these are female) in Sheffield have been a victim of sexual assault in the last 12 months (Sheffield Domestic Abuse Strategy).
- Numbers in households affected by family/parental drug or alcohol use – estimated 500 adults in drug or alcohol treatment are parents who live with their children.(we don't know how many children or what age)
- Young people involved in crime. 208 young offenders supported by Youth Justice service in 2016/17, 798 young people at risk of crime supported by Community Youth Team prevention service.
- Young carers – 128 supported by the Sheffield Young Carers Service (estimated 7000 young people have some caring responsibilities in the city.)

- Homeless, and living in supported housing – 708 young people presented as homeless or accessed supported housing.
 - Care Leavers: estimated 752 young people aged 16-25 who are currently in care or have been previously, and therefore entitled to support if they want it. 441 young people are currently accessing support from a Personal Advisor.
 - Child in need - 30% 10-15 yr old, 12% 16+
 - Child protection - 176 10-15 yr olds (35%), 125 16+ (25%)
 - Sexual Exploitation – 141 high need referrals to CSE Team in 2016/17
 - We have also undertaken work to look at how different vulnerabilities 'overlap', in other words where young people are subject to more than one vulnerability factor at the same time, or engaged with more than one service.
32. The review has looked at work that has been undertaken attempting to match data from council services to see where young people appear on the caseloads of different services – to understand how vulnerabilities might overlap.
33. An example of this work looked at Young people (16-19) in supported housing in 2015– there were 455 young people in these services, of these:
- 121 (26%) were in Inclusion Centre, Special school or hospital/home education at year 11. 25 had been permanently excluded from school.
 - 210 were NEET when they went into their supported housing place.
34. A further example- looking at the Y10 cohort in 2017
- There were 5282 young people in the whole year group
 - Of these 31 had youth justice service involvement (i.e. were convicted of an offence). Of those:
 - 11 were/had been permanently excluded
 - 8 more had previous fixed term exclusions (mostly more than 5 each, one had 15).
 - 20 had school attendance below 85%
 - 14 had had a social care referral in the past, 20 had previous MAST involvement
35. The review has considered the kinds of factors that might be present in a child's early life which are strong indicators of difficulties in their teenage years. The emerging work in the public health sphere on *adverse childhood experiences* makes a useful contribution to this thinking. Young people in homeless services, or who are NEET, or involved in the criminal justice system are much more likely to have experienced early family life affected by domestic abuse, neglect, substance misuse or parental mental health issues. They are more likely to have had difficulties with school engagement in school. This suggests that we could take a more preventative approach by focusing support to younger teenagers who are showing early signs of these emerging issues, rather than intervening later in their teenagers years in response to a 'crisis' like becoming homeless.

Detail of services currently delivered

36. Young people get support from a wide range of services as they go through their teenage years, ranging from universal services which are available to everybody, through to very specialist services which are used by a small number of young people. As part of the review we have attempted to map these services using the framework below:



37. The categorisation of services is not an exact science, but the framework broadly helps understand the broad range of potential support available for young people. For the purposes of the review it has been acknowledged that the services towards the left of the framework (i.e the more 'universal' provision) are ones the council can have influence over but has less direct control or delivery of, whilst services towards the right are more likely to be directly delivered, resourced or commissioned by the council (or other partners like the NHS).
38. An important principle emerging from the review so far, is that whilst the review is focusing particularly on those services where the council has a direct delivery or resourcing role, it is essential that any future plans take into account, and influence, the full range of provision across the city that helps young people. There are different ways the council can do this – by developing partnership (with schools and colleges for example) or linking to wider strategies (for example School Inclusion).

Specific Services for Vulnerable Young People

39. The following services have been profiled in more detail, summaries of which are shown here.
40. **Care Leavers** : currently delivered by Sheffield City Council – statutory service. 22 staff involved, all employed by SCC. Annual budget: total £1.7m. Cohort size (based on last full year’s data) 752 who can access support if they want, of which 441 are allocated to a Personal Adviser. The care leaver’s service provides the following support and interventions:
- Allocation of Person Advisors as per statutory requirements for care leavers aged 16 to 25.
 - Completion and implementation of Pathway Plans for care leavers aged 16 to 25.
 - Keeping in touch with care leavers, monitoring progress and wellbeing, and ensures they are aware of the local offer and their entitlements to services and support.
 - Supporting care leavers in finding and maintaining education, training and employment.
 - Supporting care leavers to access and maintain suitable accommodation on leaving care.
 - Supporting care leavers in developing independent living skills, including budgeting and financial management.
 - Supporting care leavers in accessing health and wellbeing services and coping with previous adverse experiences.
 - Acting as advocates for care leavers, recognising the particular challenges they face and corporate parenting responsibilities.
41. **NEET support:** (Not in education, employment, training). Current provider - Sheffield Futures: current funder - Sheffield City Council; commissioned service. Annual budget - c.£800,000 (part of block youth contract so not exact). Cohort size 1663 young people were NEET during 2016-17; some may have resolved this themselves, most will have needed support, some light touch, some intensive. The service proactively identifies, and offers support to, those who are NEET or at risk of becoming NEET. It includes:
- A duty service consisting of a city centre drop in service for advice/signposting/referral; vacancy and recruitment, and ‘surgeries’ in outlying areas.
 - A vacancy service to inform young people about training and employment opportunities, and volunteering opportunities, and provide support to those wishing to apply.

- Follow up and support for young people leaving Y11, 6th Form, College, or other provision who are at risk of NEET, and those who are Not Known, to support them in moving into appropriate training, education or employment.
 - Provision of direct 1:1 progression support interventions to all relevant young people who become NEET and who cannot be moved on quickly through the duty and tracking service, or those who are identified in Year 11 as being at risk of becoming NEET in Year 12.
42. **Community Youth teams** Current provider - Sheffield Futures/Council, current funder - Sheffield City Council – service Staff – 25.8 FTE; Annual budget - £1m. Community Youth Teams (CYTs) support young people aged 8-19 who need extra support to help them make the most of their lives. CYTs aim to steer young people away from crime and anti-social behaviour, helping them to stay in school and post-16 education, work or training.
43. CYTs try to help young people make the right choices and avoid behaviour that could harm them and their communities, such as drug or alcohol misuse, sexual exploitation or teenage pregnancy.
44. CYTs also work with young people to build self-belief and confidence and make sure they have all the skills and information they need to cope with the ups and downs of life. This is done by providing 1-1 support, group work programmes, and outreach work.
45. CYT workers attend regular meetings with other agencies such as schools, community groups, housing, children’s homes and police to make sure they are working together to support local young people where they need it, in their community.
46. **Housing and Homelessness support:** current provider – a range of providers of accommodation and support / advice. Current funder: Sheffield City Council. Annual budget: £1.8m. Cohort size – 708 young people presented as homeless or accessed supported housing in 2016-17. Many more accessed advice and guidance on housing and tenancy related issues.
47. Provision includes the following: Hostel provision, Night-stop and support lodging models of delivery. There is also specialist accommodation for young women, young parents, and victims of sexual/domestic abuse and exploitation. Assessment units for young people are homeless and have not yet had an assessment; trainer flats.
48. Ambitions for the future provision of this type of support include:
- No young person under 21 and no care leaver under the 25 or young person requiring age appropriate support should be placed in adult provision.
 - Young people have a choice of housing and support providers.

- Emergency housing support takes into account the emotional health of service users.
 - Service users are supported to understand the costs/practicalities of a tenancy.
 - All staff are trained in trauma informed approaches, knowledge of landlord/tenant law, housing benefit, housing policy and practice, and income/benefits advice.
49. **Youth Justice Service.** Current provider – multi-agency team made up of representatives from four statutory partners. Current funders - Sheffield City Council. Clinical Commissioning Group and Office of the Police Crime Commissioner. Number of staff – 30, working alongside other staff from the voluntary sector. Annual budget £2.3m. Cohort size- 208 young people were supported by the team in 2016-17.
50. The YJS identifies the needs of each young person using a standardised national assessment. This enables the YJS to identify the specific risk factors and problems that lead both to a young person being at risk of engaging in offending behaviour, as well as measuring the risk they pose to others in the community. They can then identify suitable programmes to address the needs of each individual young person with the intention of prevention any further offending.
51. YJS teams also provide additional services:
- Victim awareness work
 - Reparation hours to benefit the community /
 - Help around education, training and employment.
 - Access to mental health, drug and alcohol services.
 - Work in groups or 1:1 looking at offending behaviours and exploring consequences.
 - Working with a Support Worker to explore leisure activities.
 - Work to raise awareness of the dangers of carrying weapons
 - Working with Remedi – Restorative Justice
52. **Child Sexual Exploitation.** Current provider – Sheffield Futures. Current funder – Sheffield City Council, Clinical Commissioning Group, South Yorkshire Police. Annual budget (difficult to aggregate exactly because of multi-agency setup – no single budget)- £500,000. Cohort size – 141 young people were referred to the CSE team in 2016-17.
53. The service works with children and young people experiencing or who are at risk of sexual exploitation who are age 18 and under, and some over 18s dependent on need:
- A multi-agency team comprised of Social Workers, Youth Workers, Police Officers, a Family Support Worker, CSE Manager, CSE Education Officer and NHS Nurse.

- Works at all levels of risk from serious child protection to early prevention work - The prevention arm of the service is supported by multi agency Community Youth Teams (CYT's) which undertake low to medium risk case work and group work, once the service has identified the level of risk and vulnerability. High to medium cases remain in the service.
 - The service promotes a city wide responsibility to protecting vulnerable young people from exploitation.
 - The service has a training function, and supports the Sheffield Safeguarding Children Board to deliver multi agency training across the city, as well as group work with young people in schools and information events for parents/carers and professionals.
54. **Sexual health.** Current provider – commissioned jointly through Sheffield Teaching Hospitals Foundation trust, GP surgeries, pharmacies and Voluntary organisations. Current funder & lead commissioners are Sheffield City Council and the NHS.
55. If services are integrated, sexual health workers could provide support as part of the service. This will take place as part of existing contracts; no budget from the sexual health service will be included.
56. Services offered will include:
- Short interventions and advice on sexual health & relationships.
 - Provision of Level 1 services; offer of STI screening kits and condoms.
 - Delivery of education based programmes to support the introduction of compulsory sex and relationship education.
 - Communications / campaigns – provision of information about sexual health and accessibility of services.
 - All services proactively identify young people who are vulnerable and in need of support to manage their sexual health, and routinely initiate conversations with young people about sexual health and relationships before the point of needing a service.
 - Referrals to specialist services are fast tracked, especially for emergency contraception / termination of pregnancy
 - Training the young people's workforce to increase capacity; could include a peer led programme
57. **Mental health.** Note that there is additional provision through a number of Voluntary sector organisations for counselling, therapeutic activities and 1-1 and group support in schools.
- Commissioned activity – provider is Sheffield Futures; funder the NHS.
 - A YIACS (Youth Information, Advice and Counselling Service) – 'Door 43' – is currently provided by Sheffield Futures:
 - Provides support around emotional and mental health and wellbeing and sexual health.
 - Staffed by a multi-agency team, including youth workers, counsellors, substance misuse workers, and sexual health workers.

- Young people can either be referred, or drop into the service.

58. Support offered includes:

- Drop in service for low level support for young people aged 13-25years who would like someone to talk to (not suitable for young people who are in crisis and/or need medical treatment).
- Information, advice, guidance and signposting to other services.
- 'Open doors' sexual health information and advice.
- Practical support, and supported referrals to other services.
- Access to a weekly wellbeing café, run at Star House.

Summary of the Staff and Provider Engagement Events

59. As part of the leader's Review of Young People's Services three consultative workshops were held in September 2018, one for Sheffield City Council employed in delivering and managing in-scope services and two for organisations that were providers of services to the Council, or had interest in potential opportunities that might arise through commissioning or partnering.

Attendance

60. 33 staff attended the first workshop; 108 people from 81 organisations registered and 94 from 70 organisations actually attended the two provider events.

Methodology

61. Each workshop consisted of a presentation outlining the purpose of the review and the aims of the workshop, information on the reasons why the review was necessary, the complexity of young people's needs and service demands, and the current climate for delivery, with examples from two different services. In addition, the session would be used to explore opinions and ideas from attendees:

- To look at *what* we need, or want to do...
 - a. What outcomes we want to improve
 - b. Which services, functions and activities will deliver those outcomes.
 - c. Which staff groups
- And *how we want to do it*...
 - a. What delivery models are available to us
 - b. How can services be better integrated and preventative in approach?
 - c. What are the pros and cons of different approaches

62. Two round table discussions to structure this were delivered with written feedback submitted from each group. The following is a summary of key points.

What kinds of issues do young people face today and how is this changing?

63. The key concerns here were increasing pressure on young people starting at earlier ages, increasing need for lower level mental health support especially for depression, anxiety disorders and self-harm, earlier engagement with illicit drugs and alcohol, earlier criminalisation of behaviour, poor educational experiences and progression opportunities, lack of basic life skills such as handling money or budgeting, cooking, personal hygiene and the responsibilities of everyday life

What kinds of services do you deliver currently for young people?

64. Statutory services were well represented, including Care leavers, NEET services, Youth Justice, Housing advice and provision for 16+, Community youth teams multi-agency support, Social care. Non-statutory included restorative justice, youth clubs and positive activities, crime prevention, substance misuse and staff training provision. Common work occurred across a wide range of providers in “softer skills” areas such as: building personal skills, relationships and personal development, building self-esteem and resilience, emotional well-being.

Is there anything that works but could be improved?

65. The key responses focused around earlier identification processes so that services could be engaged at earlier stages avoiding crisis interventions. Closer links between VCS and statutory services with a shared strategy; shared referral and assessment processes; transitions from service to service and children’s to adults need to be improved. In addition: leaving care and looked after children – makes more sense for them to be a single service to ease transitions from care. The lack of suitable safe and young people centred spaces around the city was cited as one reason services were moving to the centre which could make access difficult for many young people.

66. Is there anything we need to stop doing as it isn’t effective?

67. Key elements here included: placing of young people into their own flat until such time as they are ready for it, and know how to manage their tenancy, budget and have some life-skills; duplication of effort in initial assessments, with each service re-assessing the same young person as they access them, causing them to have to tell their story multiple times; lack of resource for preventative work. Change or improvement to environments for delivery of young people’s mental health services was also required.

What new ideas could we be taking on board?

68. The main responses centred around integration and partnership - Care / health / police / education all working together; an integrated partnership with a joined up approach between services; strategic integration with commissioners and national funding bodies to align services and funding. Better integration of universal and targeted specialist support services with shared access to effective information, data and statistics. Potential models such as the CiC in Scunthorpe.
69. Additional questions discussed were:
- What do you see as the pros and cons of a more integrated service models – say a single Vulnerable Young People Service?
 - What are the similarities and differences between the current work and functions of different services (for example, what assessment tools are used, how different services measure success?)
 - What do you think are the core qualities, skills, expertise, that staff working with vulnerable young people should have?
 - What are the pros and cons of a keyworker type model in future service delivery?
 - What additional new functions could any new service model include that would help deliver positive outcomes for young people? (more mental health support for example?)
 - What else is out there that we could look at or learn from?
70. Similar ideas and suggestions came forwards as in the first set of questions on a more specific service-based context, but with greatest discussion around the role, remit and benefits of a key worker model, about which the respondents were divided. A strong trend was the need for better staff training, across council staff and providers and also staff in schools. The need for schools to play a stronger part in the solutions was also strongly expressed.

Summary of the Young People's Feedback through last year's consultation

71. Consultation process
- The consultation was made available in different ways:
 - Online, using the SCC CitizenSpace site
 - By email or hard copy on request or download from CitizenSpace.
 - Through face to face consultations in group settings
- Face to face meetings were held with:
 - The VCS Social Leadership Network
 - 14-19 training providers
 - The Youth Cabinet

- 6 Youth clubs run via Sheffield Futures
 - Stocksbridge, All Saints, Greenhill Bradway, Tinsley, Umix, Com.Unity
72. Presentations were also made to key groups within the Council including Scrutiny.
73. Questions were asked about seven key areas:
- A strategic vision for young people's services
 - An integrated strategic partnership with potential for joint commissioning and outcomes based service delivery
 - An integrated vulnerable young people's service, in the same type of model as the current Community Youth Teams
 - The use of a One Stop Shop
 - Young People's Voice
 - Enrichment and positive activities
 - Successful young people strand for SEND

Consultation responses

74. 144 responses were received in total, of which 60% were from young people within the project age group of under 25; 23% of the total numbers were from young people aged under 15.

Key findings of the consultation

75. Vision.
- Broadly supported
 - Covered most things important to young people
 - However – a broader strategic vision for the city is needed
 - Strategy should be developed in collaboration with a wide range of partners, especially young people
76. Partnership.
- Broadly supported the concept of a new strategic partnership to collaborate effectively across sectors to support young people.
 - Young people made really helpful suggestions about the kinds of qualities a good partnership would need
77. Community Youth Teams/vulnerable young people service
- Concern expressed by CYT staff about potential TUPE.
 - They felt that a service that did not employ council staff would not be as safe and accountable as a council run service.
 - Recognised that in Sheffield we have already, for the last 15 years, had youth services delivered by an external charity
 - Age range for more intensive support- either start earlier, age 8-11 or continuing it into young adulthood – 19-25.
 - The young people's service should be focused on helping young people make a successful transition to young adulthood.

78. One Stop Shop.
- Broadly welcomed by young people and other respondents.
 - Young people in the more outlying areas of Sheffield felt that, although one central point was effective, for many the travel to the centre is difficult, and cost could be a barrier.
 - There could be a localised place for initial referral and signposting..
79. Young People's Voice.
- Agreed the need to take account of what young people say and the importance of having regular connection with them.
 - Schools should be more engaged with the support on offer to young people.
 - Young people were also supportive of the idea of having a mentor, or keyworker to coordinate the support on offer.
 - A key area was in the transition from children's to adult services.
80. Enrichment fund.
- Concern about retention of youth clubs There was also a view that money could be invested in community based provision some of which could be more specialist, on a smaller scale and in a locality where there was a specific need.
 - Many desirable diversionary activities could not be afforded by the young people who need them.
81. Finally, particularly through our discussions with other service commissioners within the council and in other organisations like the Police and NHS, there was a clear interest in the potential to be more ambitious in the scope of the new service we might commission, to clearly bring together and join up services for homeless young people, care leavers, young offenders and young people at risk of gangs, sexual exploitation or drug and alcohol problems.

Youth services review: Current findings and agreed key principles

82. The Review has established that there are a range of functions or activities that vulnerable young people services should provide. These include functions which are part of the Council (and other partners) statutory duties, but a range of other functions which although not strictly statutory duties are nevertheless considered important for the city and young people of Sheffield.

| Must dos (statutory duties) | Should Do's |
|---|---|
| <ul style="list-style-type: none"> • Support re-engagement with education or training <ul style="list-style-type: none"> • reducing exclusion and making successful post 16 transition • Help to find a job • Support young runaways • Preventing crime, supporting rehabilitation • Preventing homelessness through tenancy support and where necessary, short term accommodation | <ul style="list-style-type: none"> • Supporting emotional health and wellbeing • Prevent family breakdown • Lifeskills- money management, problem solving, cooking/cleaning, independent travel, personal relationships • Diversionary activities – learning new skills, getting inspired • Support to reduce drug and/or alcohol issues • Preventing domestic and family violence • Reducing sexual exploitation, building healthy relationships • Preventing gang involvement and criminal exploitation |

Outcomes

83. Looking at the range of different services currently offered to young people, it is clear that at their heart most of them share the same ambitions in terms of the overall outcomes they are seeking to achieve for young people. The review has therefore attempted to draw these outcomes into a broad framework that could act as the driver for any newly developed service design. In taking this approach the intention is to think strategically about what services are hoping to achieve rather than just what they have historically done. It should enable us to consider the overall support young people need to achieve all the outcomes (rather than just one) and help break down the traditional barriers between different services.
84. In delivering these functions our ambition would be to broadly support the following outcomes for young people:

| | | |
|---|---|---|
| Staying on at, or engaged with school, education or training | Better attendance Improved attainment/qualifications and | Reduced exclusions Post 16 progression /NEET |
| Reduced risky behaviours | Not offending Drug and alcohol use | Not behaving anti-socially |
| Social outcomes | Participating in public life Identify and belonging Wellbeing | Making a social/community contribution Community cohesion Quality family life and relationships |
| Health and Wellbeing | Positive mental health Improved health – obesity/overweight, smoking, drugs, sexual health | |
| Individual wellbeing and resilience | Confident Positive outlook Positive peer group Resourceful | Self belief, feeling 'in control of own destiny' Future aspirations Reduced bullying |
| Employment | Working or on positive path to employment | |
| Housing and environment | In a safe, secure and stable home Not a victim of crime, Supporting community/environment | |

85. **Clear principles for any future delivery model** that have been examined and gained broad agreement within the review group are:
- Clear identification and 'referral' processes – getting to the right young people
 - Assessing risk factors and needs. One initial assessment to create a plan for each individual entering the service.
 - Clear organisational and management structure that reduces professional 'territoriality'. Reduced onward referral and 'hand off' between services.
 - Personalised approach - Empowering young people
 - Elements of diversionary/leisure activities alongside direct support
 - Element of family engagement and interventions
 - Clearly defined outcomes and impact assessment
 - Intensive in-depth support is more beneficial than occasional support over a period of time
 - Tackling issues at different levels at the same time *not* focusing on one risk at a time. Address the *root* of problems rather than just the presenting issue at a particular time.

Questions we have asked ourselves and suggested responses:

- How do we strategically influence wider services to improve the offer for young people?
- Schools (pastoral support, careers education and advice services, preventing exclusions, enrichment/after school activities, family engagement) *Suggest through our Inclusion Strategy, our Early Intervention and Prevention Strategy, and commission with Learn Sheffield.*

- Supporting families and communities – *wider conversations needed with other services and programmes*
 - Community Activities (sport, leisure, arts and culture, environment etc) *Suggest by developing our Enrichment Fund idea*
 - Economy – jobs, opportunities, housing. *By working with Employment and Skills, and Place (housing strategy).*
86. Meetings have taken place with a wide range of service leads, and information a workshops held with SCC staff within young people’s service and two Provider events for those organisations who we currently have commissioning relationships and other organisations who may have an interest in working with us.

Commissioning and Delivery of any final model

87. In order to mobilise the implementation of any final new strategic model, the review will considering different financial and legal approaches. The review will consider a number of key factors:
- Is should enable us to deliver our key principle about joined up/seamless provision for young people.
 - our approach should be to shape, lead, direct the provision of all relevant services for young people in the city, not just those paid for by the local authority.
 - It should build productive partnerships It should maximise the potential to draw in other external resources (charitable, government) from the start and in the future
 - It needs to be flexible – to adapt to future challenges and priorities

Next Steps

88. The Review is planned to be completed and a report summarising the findings and recommendations is anticipated be taken to Cabinet in December, requesting Cabinet approval to implement the recommended approach with a view to a new service model being in place from September 2019.