

**Report of the Cabinet Member for  
Services for Children & Young People**

**Cabinet – 10 December 2015**

**THE ESTABLISHMENT OF A REVISED OFFER FOR THE CITY'S MOST  
VULNERABLE POST 16 LEARNERS**

<b>Purpose:</b>	To seek Cabinet approval to establish a revised offer for the City's most vulnerable Post 16 learners using a Council contribution as the funding source.
<b>Policy Framework:</b>	<ul style="list-style-type: none"><li>• Youth Engagement and Progression Framework Action Plan</li><li>• Swansea Economic Regeneration Strategy</li><li>• Swansea Tackling Poverty Strategy</li><li>• Swansea Safe LAC Reduction Strategy</li></ul>
<b>Reason for decision:</b>	To agree the proposed model for the new offer and to progress with implementation of the new delivery team.
<b>Consultation:</b>	Pending Cabinet approval, a consultation period involving City and County of Swansea and key stakeholders staff will commence from Jan 2016.
<b>Recommendation(s):</b>	It is recommended that Cabinet agrees:  <ol style="list-style-type: none"><li>1. The proposal for the model is agreed</li><li>2. That officers are authorised to progress with staff and appropriate stakeholder consultation</li></ol>
<b>Report Author:</b>	Gavin Evans
<b>Finance Officer:</b>	Sue Rees/Paul Cridland
<b>Legal Officer:</b>	Sharon Heys/Debbie Smith
<b>Access to Services Officer:</b>	Sherill Hopkins

## Introduction

1. There is agreement in principle that a revised offer for the City's most vulnerable learners is established, by restructuring elements and resources from the existing LLETS service, to provide a vital addition for the most vulnerable learners. On this premise, it was felt that further background and detail for a proposal should be brought forward to clarify the model and ensure the strategic fit of new service.
2. This paper aims to provide the required detail for the proposal, giving the strategic context, wider service mapping and an overview of the new model. It should ensure that the new model will complement existing developments, add significant value to existing provision and most importantly, ensure that our most vulnerable service users will achieve better outcomes.

## Wider Strategic Framework

3. The national statutory framework for young people's provision has its origin in The Welsh Government's *Extending Entitlement* (2002) document which established the parameters for supporting young people, including those in danger of becoming NEET. Since then, additional strategic guidance has been provided through a number of important overarching documents including:
  - *Tackling Poverty Action Plan* (2012/16);
  - *Youth Engagement and Progression Framework Implementation Plan* (2013); and
  - *Youth Service Strategy* (2013).
4. Notably, the *Youth Engagement and Progression Framework Implementation Plan* (2013) has outlined for local authorities their responsibilities in relation to ensuring appropriate support is provided for all young people.
5. This is further supported through a number of key corporate aims and priorities which are outlined in the following plans and strategies:
  - Youth Engagement and Progression Framework Action Plan;
  - Sustainable Swansea - Youth Opportunities;
  - One Swansea Plan;
  - Swansea Economic Regeneration Strategy;
  - Swansea Tackling Poverty Strategy; and
  - Swansea Safe LAC Reduction Strategy
6. In addition to the national and corporate framework, individual services have been tasked with identifying how these priorities are delivered at an operational level. These include:

- Poverty Strategy Action Plan;
- YEPF Action Plan;
- Youth Service Action Plan;
- Education Plan;
- Careers Wales Business Plan; and
- Post-16 Transformation Agenda.

## Context

7. The Welsh Government Engagement and Progression Framework five tier model of engagement (for post-16) defines the levels of engagement with young people as follows:
  - 7.1 Tier 1 is defined as 'unknown status on leaving Careers Wales services'.
  - 7.2 Tier 2 is defined as 'unemployed 16 and 17 year-olds, known to Careers Wales, who are not available or not ready for education, employment or training (EET).' This client group is further defined as:
    - a young person not available/unable to seek EET due to sickness, acting as a young carer, pregnant or in custody; and/or
    - a young person with significant or multiple barriers requiring intensive personal support.
  - 7.3 Tier 3 is defined as 'unemployed 16 and 17 year-olds known to Careers Wales' and can be further defined as:
    - engaged with Careers Wales and/or known to be actively seeking EET; either ready to enter EET or assessed as requiring career management or employability skill support to enter EET; and
    - this tier will also include those known to Careers Wales, actively seeking EET but not requiring Careers Wales enhanced support.
  - 7.4 Tier 4 is defined as 'young people at risk of dropping out of EET'.
  - 7.5 Tier 5 identifies those young people in further education, employment or training.
8. Over the period November 2014 to June 2015, there has been a steady increase in the number of young people entering the Tier 2 category of NEET. As of 1 June 2015, there were 166 young people in Swansea who are considered by Careers Wales to fall into Tier 2 NEET.

9. Most recent figures indicate that of the 166 young people currently in Tier 2, 64 of them have the status of not available for EET and 102 are not ready to enter EET. Of the 64, 78% have maintained the status for more than 90 days, and of the 102, 53% have been there for more than 90 days.
10. There are a number of reasons as to why a young person is not ready to enter EET. A further analysis of those 102 young people who fall into this category indicates that over half (63 in total) are either not responding to contact or will not engage. Of those 64 not available for work, 19 are either pregnant or a young parent.
11. It is important to note that when considering the movement of young people between tiers, an analysis of the data over the six-month period 1 November 2014 to 1 May 2015 indicates that 48 young people moved out of Tier 2, 83% of whom made a positive move. However, 85 young people moved into Tier 2 during the same period, 80% of whom came from Tier 3.
12. The figures above indicate that while there are young people making a positive progression from Tier 2 into EET, the number of young people moving into Tier 2 is greater and therefore having a counter effect on the overall NEET figure for Swansea. Those moving into Tier 2 are made up of both young people dropping out of EET and unable to sustain post-16 mainstream provision, and those who have failed to make a first transition into post-16 provision since leaving compulsory education.
13. Within this number, there is also a 'churn' of young people who have previously been in Tier 2 but have failed to sustain progression into Tier 3 and onwards. The predominant reason for this is lack of readiness for Tier 4 mainstream post-16 programmes (i.e. being unable to cope with a minimum 12 hours of structured provision, poor motivation, poor decision making and/or a lack of aspiration).
14. As part of its Engagement and Progression Strategy, the City and County of Swansea commissioned Institute of Public Care (IPC) to conduct research into the lead work role required to support Tier 2 NEET young people. The research document produced was entitled 'The Development of The Lead Work Role in Swansea' (2014).
15. Subsequent mapping of services identified that the lead work role is undertaken by a range of partners including:
  - Young People Services;
  - Youth Offending Service;
  - Swansea Young Single Homeless Provision (SYSHP);
  - Pam Lai;
  - Drws Agored;
  - Swansea Foyer; and
  - Barnardos Bays and Young People Advisors for LAC
  - Teen Start

Please see Appendix 1.1 for all lead work provision mapped against the 5 Tier Model.

16. Currently, the main focus of Tier 2 provision is around crisis management and dealing with the needs of individuals as presented at that time. The young person is encouraged to engage and is offered support via a lead worker from one of the above partners who will signpost to specialist services to deal with issues such as housing, drug and alcohol misuse. Whilst the young person is often able to address some of their presenting barriers, there is a lack of focus in developing their knowledge, skills and attitude which enables them to make a sustained transition into post-16 provision. Therefore, young people re-enter Tier 3 and 4 having resolved their immediate needs but without the knowledge, skills and attitude to maintain the progression in mainstream provision. The development of this new vulnerable learner's service would bridge this important gap and support faster transition into EET Status.

### **Characteristics of Tier 2 NEETs**

17. A significant number of young people in Tier 2 experience multiple risks and in many cases this can lead to segmentation in the service response. As stated above, although there are adequate services that cater for the presenting needs of young people the focus is on crisis management and addressing acute barriers. There is a gap in provision that provides opportunities to develop the knowledge, skills and attitude of the young person to enable them to better deal with transition.
18. Drug and alcohol issues, homelessness, health issues, pregnancy, anxiety and depression are just some of the contributory factors as to why a young person may not be engaging in EET. However, many of these young people will also have significant barriers in their ability to manage their own future developmental needs and will often display the following characteristics:
  - 18.1 poor motivation – they don't see the point of EET and lack the will to make any changes;
  - 18.2 an inability to make decisions – they don't engage in making any decisions about careers or training;
  - 18.3 a lack of self- awareness – they are unaware of any strengths and abilities that they might have and cannot identify their development needs;
  - 18.4 a lack of resilience – they do not cope well with change and transition and are unaware of support available to them; and
  - 18.5 a lack of knowledge of opportunities available – they are unaware of options and support available to them, often have little or no research skills and are not engaging in opportunities.
19. In a recent report from the Association of Directors of Children's Services (ADCS), the promotion of resilience is recognised as key in helping individuals to overcome personal barriers and in particular establishing

and developing relationships with a trusted adult who can promote resilience in a number of ways, for example:

- 20.1 developing young people's self-esteem, trust, hope and sense of belonging;
- 20.2 helping them to find and make the most of opportunities; and
- 20.3 developing their abilities to self-act – protectively and to apply their interests, values and aspirations effectively.

### **Overcoming the challenges to engagement**

- 20. The reasons why some young people either find it difficult to engage or refuse to engage are complex. Therefore, flexibility is essential and a single approach alone will not suit all Tier 2 young people. For a few, a short intervention is all that is needed, for others a more sustained programme of intensive support will be necessary. Negotiating and promoting engagement is crucial. Developing the right environment in which to initially engage with a young person is vital, as well as providing opportunities for that young person to be able to understand themselves and the world around them.
- 21. For some young people the transition from statutory education to post-16 opportunities is extremely problematical and requires sustained and focussed intervention. For all young people at risk of becoming NEET current provision supports the allocation of a lead worker to co-ordinate an appropriate response to support individual needs. However, it has been identified at Tier 2 that there is a significant gap in structured and regular learning opportunities, supporting lead work plans and enabling the most vulnerable young people to develop the knowledge, skills and attitude needed to successfully engage and sustain in EET.
- 22. It is important to recognise that providing an intensive programme to support the development of this vulnerable group must be funded appropriately; staffed adequately by individuals with the knowledge and expertise to inspire young people and delivered in a suitable and non-threatening environment.
- 23. It is important to give due attention to time frames, as these can often be critical for this extremely vulnerable group. Non engagement from all activity increases the risk factors that these young people face and can also increase their barriers to re engaging in EET. Ensuring that young people spend the least amount of time in Tiers 1, 2 and 3 can be essential to their overall wellbeing and to ensuring that the NEET figures in Swansea remain low.
- 24. Tier 4 Provision starts with a minimum requirement of 21 hours per week and most providers are required and geared to offer some additional support alongside the provision and some young people will still have lead workers. However, the minimum of 21 hours is a significant challenge for many of the core group of NEETS and in addition to the individual

personal support from lead workers, they also require structured learning opportunities that allow them to build up gradually towards readiness for the required 21 hours. It is essential to ensure that they are able to access the opportunities and to sustain them moving forwards. Lead workers often have high caseloads and cannot support this type or level of provision or graduation.

25. Many of these vulnerable young people are identified and known at the point of transition from school at the age of 16. In particular the EOTAS Provision and EOTAS Pathways have very high numbers of young people who become NEET. It will be essential that the new service works closely with the brokerage for lead workers and provides provision for these young people, including the summer period of transition from school.
26. Due to the complexity and behaviours often demonstrated by this group of young people, engaging consistently with them can be very challenging. Recent changes to accreditation frameworks and the performance measures attached to funding, has meant that organisations are becoming more stringent as to who they accept on programmes. Often funding can only be drawn down upon completion and this group often fail to do so. As a result, it has become harder for them to access opportunities or are quickly excluded from them. This can leave the most vulnerable group without the opportunity to progress and open to the many risks presented to them. This proposal leaves the council in the unique position to continue to support this group, providing appropriate opportunities to progress and support them to choose positive pathways, enabling them to move away from often damaging and costly life choices.

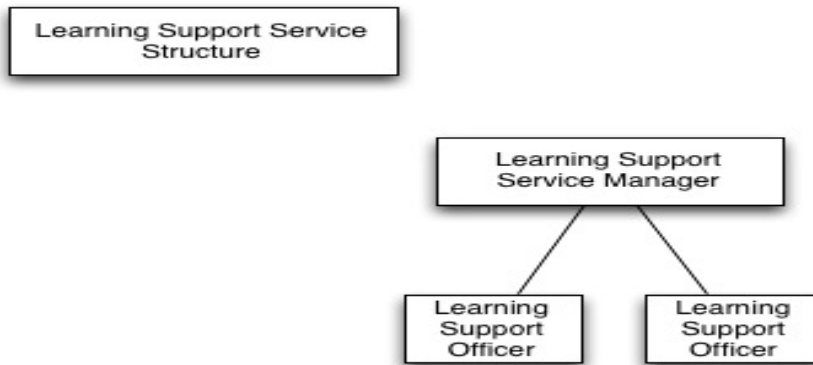
### **Existing Provision**

27. The current LETTS service consists of three core elements. This includes, Work Based Learning,, the Employment Training Schools Provision and the Learning Support Service.
28. The Learning Support Service is to be considered in scope for this proposal.

### **Existing Structure**

29. Figure 1.1 shows the existing structure and posts for the Learning Support Service.

Figure 1.1



### Proposed provision

30. The new service will provide a new innovative and extremely flexible provision targeting the entrenched and core group of NEET young people that exist within Tier 2.
31. The aim of such provision would be to engage and support those young people identified as vulnerable, those with complex needs and those who are vocationally unfocused, preparing them for training and broadening their learning and employment options.
32. It would work with Young People aged between 16 and 20 years old, but liaise closely with EOTAS and school behavioural units to build links early and enable a supported transition process.
33. The outcomes for the service and its service users would be:
  - 33.1 increasing the proportion of young people in education, employment or training;
  - 33.2 reducing the average time taken for young people to progress through the tiers;
  - 33.3 providing more targeted support packages for those young people in Tier 2 provision; and
  - 33.4 preventing young people who have progressed out of Tier 2 falling back into that category (reducing the churn).
34. It will build on the existing knowledge, skills and experience developed within LLETS, the Young People Services and EOTAS Pathways.
35. It will tie into the Engagement and Progression Framework building on the transformation and co-ordination of lead work provision for both young people and families.
36. It will utilise a strengths based model, building resilience, challenging perceptions and ensuring that young people are listened to and able to appropriately shape the provision and the future they are seeking.

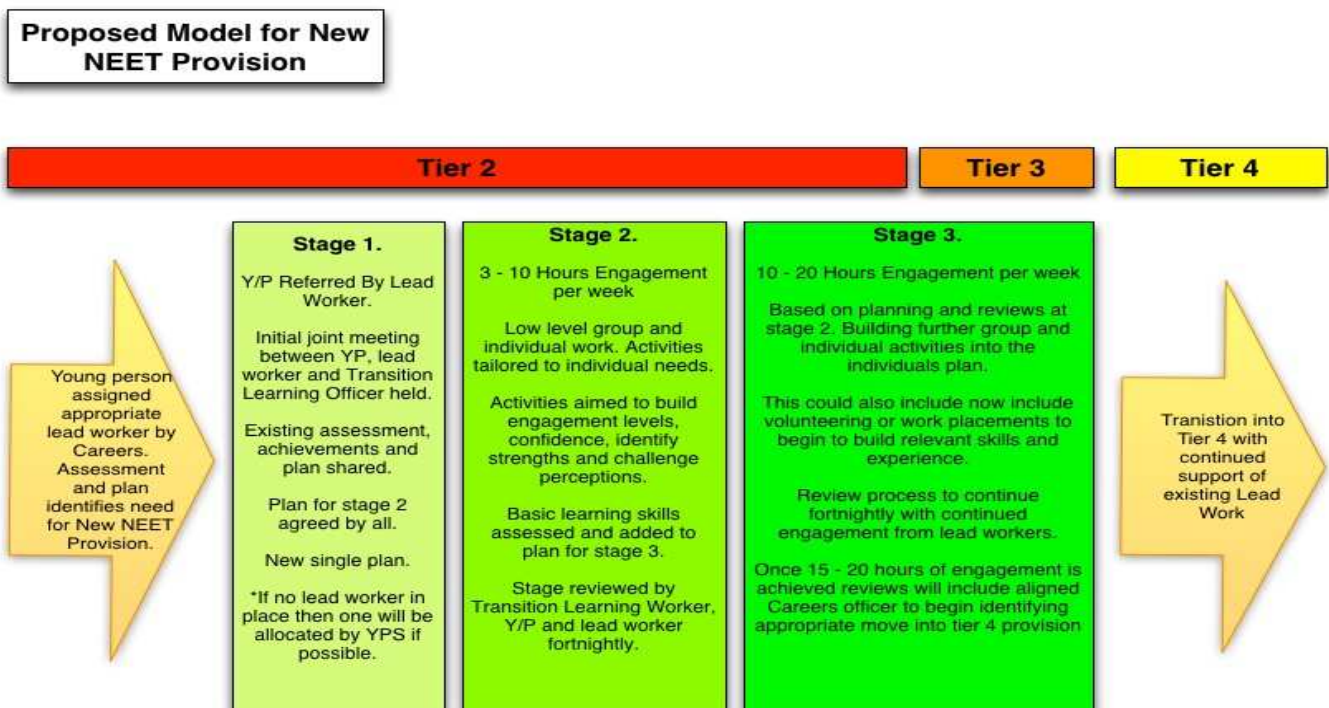


- 37. It will hold small flexible funds to enable young people to access opportunities and remove short term barriers. Preparing them for the next step in the journey which the client continues to lead and shape.
- 38. It will work within the Swansea 5 Tier Map of Provision (Appendix 1.1) working strategically to develop partnerships that will enable the service to broaden its scope and establish links with new and existing providers in the Swansea Bay region. In the current environment it is essential not only to provide a wider menu of provision for targeted young people but also to ensure that limited resources across all sectors are utilised efficiently through increased co-ordination, economies of scale and shared practice.

**Proposed programme model**

- 39. A visual representation of the model can be seen in Fig. 1.2 which demonstrates the model as a number of stages that young people must transition through, ultimately moving into Tier 4 and therefore achieving EET Status as quickly as possible.

Figure 1.2



- 40. Stage 1

Each referral will be assigned to one of the Transition Learning Officers who will then arrange an initial meeting with both the lead worker and the young person. Existing assessments plans will then be shared and

informal discussion with young people about what they would like to achieve and what the provision would be able to support with. Based on this exploration and with the young persons agreement, a plan for stage 2 will be devised and added to the young persons existing plan, ensuring that there is one plan for the young person, with everyone clear on what part of the plan they own. This is in keeping with the Team Around the Family process and best practice.

#### 41. Stage 2

The focus in stage 2 will be on encouraging participation, providing a level of routine and developing basic skills such as timekeeping, punctuality and attendance. It will continue to assess basic skills and identify appropriate tutoring to support the development of these.

#### 42. Stage 3

Following continued and successful engagement at stage 2, young people would then be encouraged to participate in more focussed activities which would seek to develop their employability skills, build their confidence and widen their experiences to increase their aspiration. This would be supported through sessional work covering aspects such as critical thinking and essential skills. It will also include elements of volunteering, work placements and CV Building to enable them to understand their barriers to successful employment and providing support to enable them to overcome these barriers. Engagements with Careers will also be essential in this stage to support progress into EET.

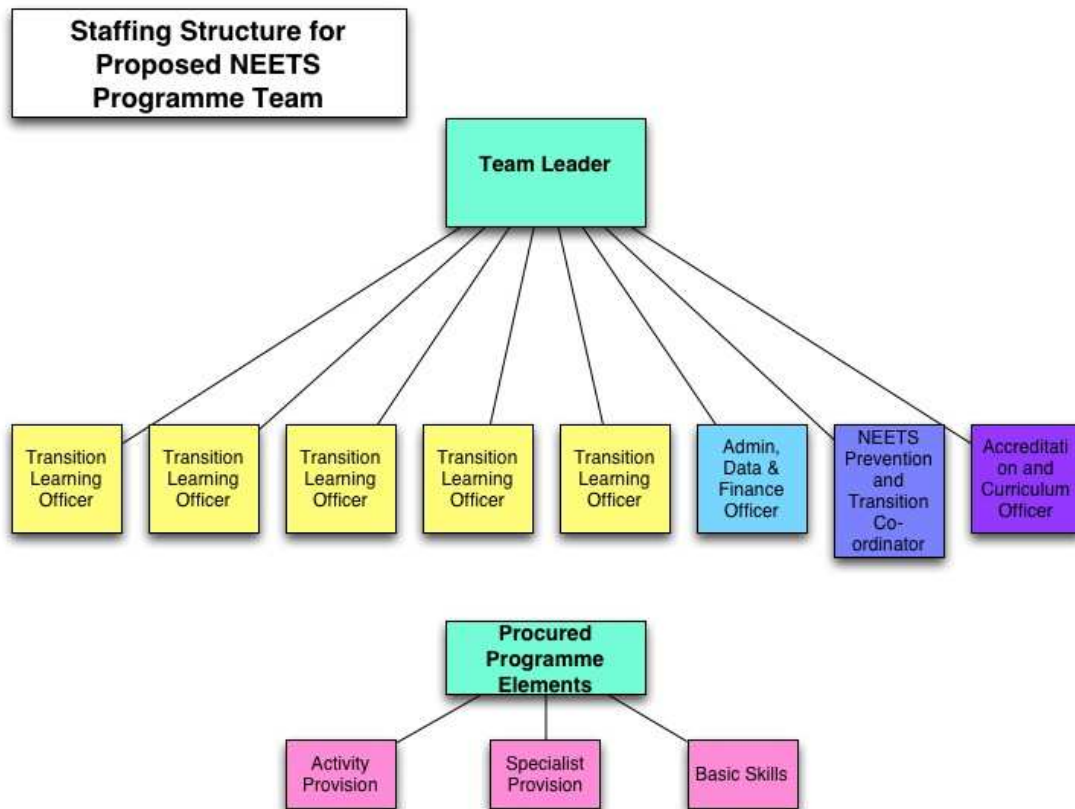
#### 43. Timeframes

Due to the complexity and variety of service user needs, the time it takes for young people to transition through the stages of the service and ultimately through to Tiers 4 of the 5 Tier Model is hard to predict. Some may progress quickly and progress through the new service within a time frame of weeks, others may require up to 6 months plus. Ensuring that the service builds resilience in individuals and not dependency on the service, will be critical to the success of the project.

### **Proposed staffing structure**

44. Figure 1.3 shows the proposed staffing structure for the new service.

Figure 1.3



45. Employment Issues

On the basis of this proposal it is anticipated that all existing Learner Support Service Posts would be eligible to slot and match to posts within the new structure. This would therefore not result in any staff losing employment or additional costs associated with this. The remaining posts would then be subject to redeployment from the wider service and follow all due council processes for recruitment.

**Provision, Partnerships and Procurement**

46. Rather than employing a larger staff team to cover specific tutoring and activity provision it is preferable to procure the majority of these services. This ensures greater flexibility, greater choice, value for money, reduced staffing overheads and future employee costs for the authority.

47. There is a developing market for education provision locally and a strong procurement framework will enable high quality services to form part of the new model and potentially offering best value. This will build on the existing procurement framework already being used by the authorities EOTAS Services.

48. Joint assessment and planning between the service and lead workers will identify any specialist requirements that young people may have i.e. mental health, substance misuse. If appropriate interventions are not

accessible through existing partners, flexible procurement will enable the service to utilise its funds to access these types of provision as part of the package for individual learners.

49. Partnerships between sectors will be critical to producing the variety of opportunities appropriate to support such a complex group. 3<sup>rd</sup> Sector providers such as YMCA, Down to Earth and EYST have been highlighted as offering elements of provision to this group. Building a strong agreements between these partners and wider, will enable learners to have a more joined up and cohesive experience across organisations.
50. To ensure that these factors are achieved a NEETS Prevention and Transition Co-ordinator would be included within the structure.
  - 50.1 This role will ensure the strategic fit of services and partnerships between all of the Tier 2 providers. It will build partnerships with all secondary schools and the EOTAS Provision to identify those young people most unlikely to make transition at 16. It would then support the brokerage of lead workers and the transition onto the new programme before the end of statutory school. The new service will focus on specific support for this group during the summer period, ensuring that they do not disengage from all services. It would liaise closely with the Engagement and Progression Co-ordinator, who has the role of monitoring movement across all 5 Tiers of provision.
  - 50.2 The role will lead a Tier 2 Lead Working group, ensuring best practice is shared between lead workers and transition learning officers and that there is no duplication.
  - 50.3 It will also lead a Tier 2 providers group, bringing together all of the providers across different sectors together, as part of the offer within the new service. This would include the providers mapped out in Appendix 1.1 that includes the YMCA, EYST and Down to Earth as well as procured providers. This would help reduce any duplication and ensure that the provision makes sense for young people.
51. The next round of ESF Funding is continuing to develop with the Post 16 Regional Element coming under the title of Cam Nesa. Local leadership of this aspect of the funding is yet to identified and there could be a gap in identifying this. Depending on the development of criteria, the new service could provide the leadership and foundation for the delivery of the Post 16 element in partnership with the European team within the council. It would be in a position to provide match funding and enable the capacity for the service and its partners to be significantly increased by the funding.

## Financial incentive

52. Young people associate leaving compulsory schooling with the potential to earn money (e.g. a wage, Educational Maintenance Allowance (EMA) or the Training Maintenance Allowance (TMA)). Providing the correct level of incentive is of paramount importance. Feedback from young people suggests that many in the target group are positive about financial reward. Without it they fail to see the importance of commitment. Such financial remuneration assists in the successful participation and aligns the service user to the fundamental element of the world of work. It is envisaged that a nominal attendance allowance (£6 per day), would encourage targeted young people to participate, increase motivation and punctuality.
53. This figure is below that of any tier 4 programmes (currently paying £10 per day) providing encouragement to progress linked to an individual's regular review process. There would also be a facility to ensure provision for 'out of pocket' expenses, such as reimbursement of bus fare on production of a valid bus ticket. It is estimated to provide a financial incentive at this level would cost just over £11k per year. This is based on seven learners per day over 52 weeks. While the importance of offering a financial incentive is recognised, further legal advice will be required as to whether such an incentive can be provided.

## Reporting Outcomes and Performance Management

54. It is proposed that the service will move onto the CogniSoft Management Information System that will provide a robust system of recording, monitoring and evaluating the service. A significant percentage of lead workers also use this system with links in place with the Education and Careers systems which will enable increased information sharing and co-ordination. It would demonstrate the movement of young people as a direct result of the services intervention including both 'hard' and 'soft outcomes.'

Figure 1.4 highlights the required outcomes that the service will focus on.

Outcomes	Detail
<b>Continued on existing programme</b>	Identifying those having support whilst they are in danger of dropping out.
<b>Progressed to a new programme (actual start)</b>	Traineeship <ul style="list-style-type: none"> <li>➤ Engagement</li> <li>➤ Level 1</li> </ul> Apprenticeship <ul style="list-style-type: none"> <li>➤ Level 2+</li> </ul> Further Education Course <ul style="list-style-type: none"> <li>➤ 16 hours or over</li> </ul>
<b>Employment</b>	16 hours and over

<b>Referred to another agency</b>	Referral to and continued specialist support
<b>Lost contact</b>	In the unlikely event that a young person refuses provision or is untraceable
<b>Monitoring</b>	
<b>Tracking</b>	3 months 6 months 9 months

### **Service location and potential future vision**

55. Transport is an overriding issue for young people as a whole and particularly for young people in Tier 2, the location of the future service provision is important. As all public transport is based around the city centre which is the transport hub, it is essential to ensure some presence in this area.
56. Also a wide range of other service provision, including all providers of lead work for Tier 2 and Careers as the sole Tier 3 provider are either located or plan to locate in the city centre area. The Young People Services are currently exploring the possibility of one co-located city centre provision, but this won't happen for another 1-2 years.
57. Space and provision for vocational skills workshops will need to be sited at a bespoke facility with the ability to accommodate training. This site would also provide the base for community project work opportunities.

### **Financial implications**

58. The core budget currently available for this provision is £728,000. However the model of delivery for the new NEETS Programme Team as outlined in this paper could be achieved within a maximum budget of £660,000 resulting in a potential budget saving of £68,000. The minimum, median and maximum costs for running the new service are outlined in figure 1.5, the table below.

Figure 1.5

<b>INDICATIVE BUDGET</b>			
<b><u>NEETS PROGRAMME TEAM</u></b>			
	<b>Min</b>	<b>Mid</b>	<b>Max</b>
EMPLOYEES	£ 281,167	£ 299,070	£ 319,202
TRAVEL	£ 10,000	£ 10,000	£ 10,000
PREMISES	£ 100,000	£ 100,000	£ 100,000
SUPPLIES & SERVICES	£ 230,000	£ 230,000	£ 230,000
<b>TOTALS</b>	<b>£ 621,167</b>	<b>£ 639,070</b>	<b>£ 659,202</b>

### **Implementation**

59. Pending the approval of the proposal officers would progress to the implementation phase. An overview of key phases and approximate timings is given below.

59.1	Staff consultation	Jan - March 16
59.2	Slotting and Matching	April 16
59.3	Recruitment	April – June 16
59.4	Office Moves – new location	May 16
59.5	Induction/Training/Model Development	May – June 16
59.6	Initial Identification of learners	May 16
59.7	Summer Transition Programme	June - August 16
59.8	Procurement framework finalised	September – October 16
59.8	Full Programme Operational	September - October 16

### **Legal implications**

60. The Council will require detailed advice from the Council's Procurement team in relation to the procurement of service provision as all procurement activity must comply with the Council's Contract Procedure Rules and EU Legislation as relevant.

### **Access to Services implications**




61. An Equalities Impact Assessment screening has been completed which has identified that full Equalities Impact Assessment Report will be required. As part of the EIA Report consultation and engagement of will need to take place with stakeholders, including the young people who are service users through lead work provider consultations.



Appendix 1.1 . Swansea 5 Tier Mapping

<b>Swansea - 5 Tier Service Mapping - NEET 16 - 18 Yr Olds</b>					
<b>Tier &gt;</b>	<b>Tier 5</b> In Employment Education or Training	<b>Tier 4</b> At risk of dropping out of Employment, Education or Training	<b>Tier 3</b> Ready for Education, Employment or Training	<b>Tier 2</b> Not ready for or not available for Employment Education or training	<b>Tier 1</b> Unknown - Could be in any other Tier
<b>Authority Provision</b>	Beyond Bricks and Mortar (employer contracts)		LLETS Provision (New Model)		N/A
<b>Other Sector Provision</b>	Gower College (Apprenticeships) NPTC 6 <sup>th</sup> Form	Employment A4E Rathbone ACT Enhance ITEC Skills Academy	Careers Wales	Down to Earth YMCA Prince's Trust	N/A
<b>Authority Lead Workers</b>	N/A	YPS Level 2 & 3 Teams Family Facilitators Teen Start (Young Parents)			Outreach Workers
<b>Other Sector Lead Workers</b>	N/A	Gower College Lead Workers Careers Adviser	Careers Adviser	Foyer Syshp Drws y gored Pam Lai Barnardo's YPA EYST Youth Offending Service	Elements of Tier 1 work could be undertaken by Lead Workers in Tier 2 by default

<p><b>Key:</b></p> <p> Lead Workers support young people across Tier 2 - 4 Provision</p> <p> Provision can span over 2 Tiers of provision.</p>	<p> = This line highlights the movement into Tier 4 which critically indicates the status from NEET into EET.</p>
--	--