

Impact Assessment

Assessment of:	Divestment of Devon Youth Service Assessment of the impacts of commissioning the youth service for Devon from an employee-led public service mutual or other social enterprise.
Service:	Services for Communities

Head of Service:	Head of Services for Communities
Assessment carried out by (incl. job title):	Policy and Partnerships Manager

This document is an assessment of the impacts of divesting Devon County Council's Devon Youth Service to an employee-led public service mutual or other social enterprise.

1 - Background

1.1 Description

Devon County Council's existing in-house Devon Youth Service (DYS) is part of a broad range of early help and support services for children & young people and their families. The DYS was revised and remodelled by DCC in 2014 when:

- The number of youth and community centres run by the DYS reduced from 32 to 8.
- The DYS budget was reduced from £3.0million for 2014/15 to £1.65million in 2015/16.
- The DYS staff resource was reduced from 114fte to about 50fte.

An assessment of the impact of those changes was made following a wide ranging engagement and consultation process with staff, young people and communities. The **May 2014** impact assessment of those changes is available [here](https://new.devon.gov.uk/youthreview/files/2014/01/Youth-Offer-Impact-Assessment.pdf).

<https://new.devon.gov.uk/youthreview/files/2014/01/Youth-Offer-Impact-Assessment.pdf>

1.2 Reason for change

On **11 June 2014**, the Council's Cabinet agreed that a review be undertaken to explore alternative models for how the DYS is provided. The Cabinet requested that an options appraisal be undertaken to look at alternative ways of providing the service in the future. The benefits sought were:

- a) Further reductions in the Council's annual revenue expenditure on youth services can be planned and managed in advance through the next few years.
- b) Devon's youth service reach as far as possible to meet local community needs whilst continuing to meet the Council's statutory duties.
- c) Devon's youth service is delivered through a sustainable model in the medium and long term which includes support for community-led provision.
- d) Devon's youth service continues to support and deliver a continuum of open access through

to targeted youth work for and with Devon's young people which contributes to the Council's vision and priorities.

Three delivery models were considered:

Option 1: Continue to deliver the youth service in-house

Option 2: Outsource to the market

Option 3: Establish the service as an independent entity (for example, an employee-led mutual, or other social enterprise)

There is a market for the provision of youth services by employee-led public service mutuals or other social enterprises. Other local authorities commission their youth services from a "youth mutual" – e.g. Knowsley Council (Knowsley Youth Mutual) and Royal Borough of Kensington & Chelsea (EPIC CIC).

On **8 April 2015**, the Council's Cabinet decided to conduct a procurement exercise to divest the Devon Youth Service (DYS) to an employee-led public service mutual or other social enterprise. On **14 October 2015**, the Cabinet re-affirmed its decision that the youth service be divested to an independent entity ([report SC/15/7](#) and [minute 324\(b\)\(i\) refer](#)).

Public service mutuals are organisations which:

1. Have left the public sector;
2. Continue to deliver public services; and
3. Have staff control embedded within the running of the organisation.

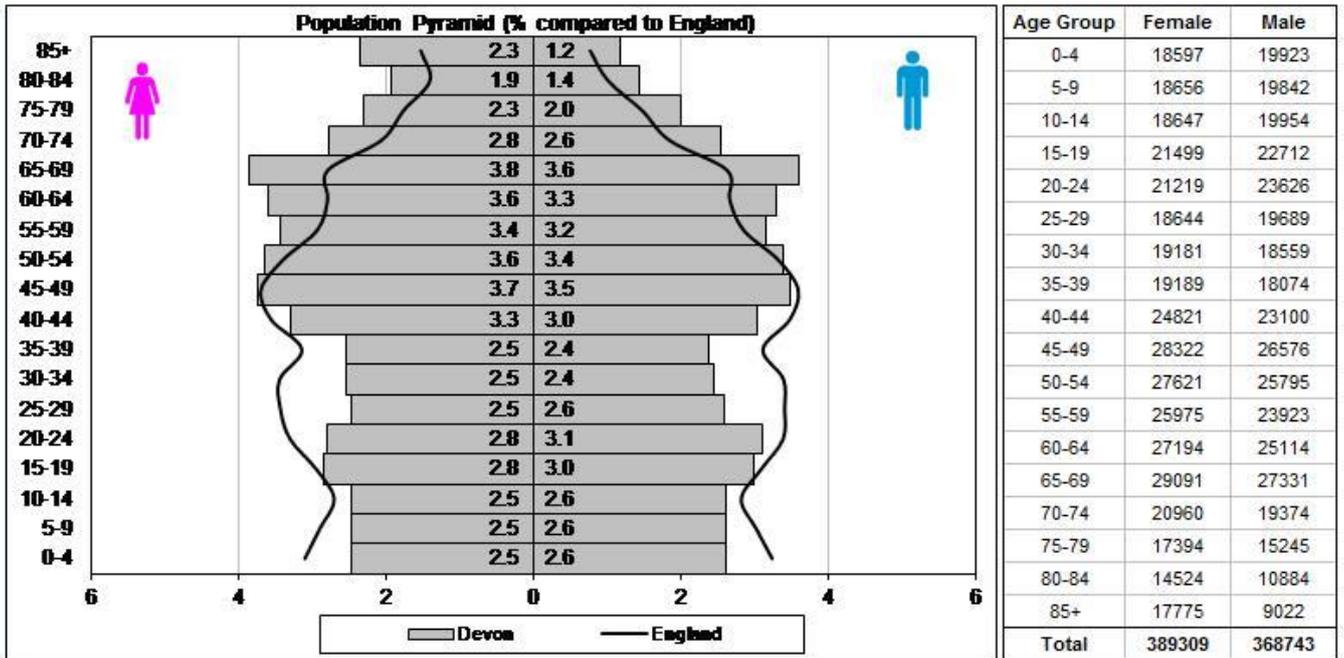
Social enterprises are a progressive form of business with a place around the boardroom table for staff, managers and other stakeholders. They are a hybrid between a public sector organisation and a business - encompassing the 'best of both' approach to achieving social good. Social enterprises, while not set up for private gain, use the tools of business - trading, selling, investment - to achieve good in the community. They are a force for generating added value: investment, growth, community engagement employment.

2 - People affected by the divestment of Devon County Council’s Devon Youth Service to an employee-led public service mutual or other social enterprise

The youth service for Devon will be for young people aged between 13 and 19. There are about 60,000 young people (out of a total of 765,000 people) living in Devon aged between 13 and 19.

Population Pyramid - Devon Population - 2013

The table and population pyramid below show the population broken down by age and sex for the area against England. The age and gender of your population can have a significant impact on their health and social care needs.



The needs of young people aged 13 to 19 were assessed in 2013 as part of the Council’s 2014 review and remodelling of its Devon Youth Service. The findings included the following conclusions:

- The proportion of residents aged less than 20 years in Devon remains below the national average (23.8%) at 21.7%. Although a very low percentage of the total population is from Black, Asian and Minority Ethnic Groups children and younger adults are more likely to be from a non White ethnic group. The proportion of pupils from Black, Asian and Minority Ethnic Groups varies between urban and rural areas.
- Data demonstrates that the number of children living in poverty has remained static since 2009, with more than 15% across the county falling into these minority groups. There are wide variations across the county, with the highest percentage of children living in St David’s in Exeter and Ilfracombe Central.
- Some of the particular 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.
- Although attainment of 5+ A-C GCSE’s in Devon are in line with national achievement there is a variation of achievement across the county.

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3. – Analysis

3.1 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 (remove or minimise disadvantage; meet people's needs; take account of disabilities; and encourage participation in public life) and*
- *Foster good relations (tackle prejudice and promote understanding).*

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*
- *Done so, taking due regard of the effects on the protected characteristics and the general duty to eliminate discrimination*, advance equality and foster good relations. *This means that the decision will not result in unlawful direct or indirect discrimination, harassment or victimisation in relation to the provision of services and functions, education, premises, work or associations.*
- *Proportionate (negative impacts are proportionate to the aims of the policy decision)*
- *Fair*
- *Necessary*
- *Reasonable, and*
- *Those affected have been adequately consulted.*

The provider of the youth service for Devon will be required, as part of its open access youth service for young people to work in partnership to support projects aimed at young people on the fringes of mainstream education: young people with disabilities; LGBTQ young people; young carers, children in care and care leavers.

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On 26 February 2016, the Council held a workshop on the specification for the youth service for Devon.

Workshop participants gave their views on how the specification for the service should describe targeted youth work with young people with complex/multiple needs and/or vulnerabilities. They considered how the specification should describe targeted youth work with young people with complex/multiple needs and/or vulnerabilities. Key considerations were:

1. How should the service work with young people with multiple vulnerabilities who require either one to one support or group work to improve their life chances and reduce the likelihood of them becoming looked after children?
2. What programmes should the service develop and provide for targeted groups of young people with multiple vulnerabilities?
3. How should the service work with other agencies to enable young people to be offered multi-agency support via the Devon Assessment Framework process? How should the service make and receive referrals?
4. How can the service encourage young people to engage with local activities especially in relation to those who are in care?"

Workshop participants' views on those questions included:

- Model of "Resilient Dorset" ; business involvement in the community, sustainable, apprenticeships, keeping youth in area/possibly university funded. Trying to stop youth from being disaffected.
- Supporting young people to find a place in the world, a sense of purpose. The idea that the young person is not a "problem" but has something to offer and can contribute to something bigger than themselves; eg voluntary gardening for older people. Importance of proper support. Engagement and involvement with the wider community.
- Outcomes: physical and emotional well being, ways of ensuring/monitoring/evidencing. This is the ultimate goal; work back from there.
- Services expect young people to come to them; turn on head and go to where they are.
- Information & Communication. A need to know what services are provided. Need a central point for professionals and young people to find information.
- Multi-Agency framework needs developing. Provider would need to have an outcome of providing collaboratively to support young people. Work collectively.
- Support children in care but also children on "edge" of care.
- Building trust & bridges between workers & young people. BME minority young people and families do not trust workers as they represent authority and they fear deportation.
- Start where YP hang out. YP is not just a "problem" if we work with them they buy into the outcome: agreed shared values.
- Early intervention.

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Workshop participants also considered open access provision. They considered how the specification should describe open access provision and in particular:

1. The range of positive activities and informal education programmes that the service should offer.
2. How the service can work in partnership with providers to increase young people's access to information, advice and support.
3. The opening hours of each of the eight youth and community centres.

Workshop participants' views on those questions included:

- Minimum of 8 hubs but could be 28. Hub could possibly move to be more accessible. Funding could be on a chronological sliding time scale 100% in yr 1 and 60% in yr 2.
- Other funders to make up shortfall in partnership funding.
- Hubs must be fully engaged in community. Hubs should be open on Saturdays. Hubs should have a profile for their own area after a needs analysis. Consultation must be demonstrated.
- Programmes- more practical life skills.
- Share training and specialisms; workshops about specific things.
- Info/advice/support. Having easily accessible info online, also in other formats. Need point of contact.
- Hubs must be open when YP need them. Emergency contacts when hubs are closed.
- Opening hours a minimum of 3 nights a week.
- Curriculum skill sets, delivers employability, sexual health, social media, internet safety, mental health & well being. Needs to be delivered by people with skills and experience. Need to be trusted by YP.
- Utilising business sector & community to widen horizons. Wider definition of "volunteer" to include YP themselves as volunteers. Peer education.

The full notes of the workshop are attached below.



Notes DYS
Divestment Workshop

3.2 Social value of the youth service for Devon commissioned from an employee-led public service mutual or other social enterprise.

The divestment of the youth service for Devon will increase social value: provider of the youth service for Devon will operate to maximise it. It will, as part of the third (rather than public or private) sector, be well placed to develop new, innovative partnerships and thereby increase the social value it delivers. Opportunities for its staff to engage with community and voluntary organisations will increase levels of volunteering across Devon. The sense of community ownership of the youth service for Devon will be increased. All of these elements will lead to a growth in social capital.