

CABINET PROCUREMENT & INSOURCING COMMITTEE

BUSINESS CASE (OUTSOURCING DECISION)

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Title of Report	Universal Youth Services - Centre Based (locality), Outreach and Detached Youth Programmes
Key Decision No.	CHE S187
CPIC Meeting Date	5 February 2024
Classification	Open (with Exempt appendices)
Ward(s) Affected	All
Cabinet Member	Anntoinette Bramble, Cabinet Member for Education, Children's Services and Young People
Key Decision	Yes Significant in terms of its effects on communities living or working in an area comprising two or more wards.
Group Director	Jacque Burke, Group Director for Children and Education
Contract Value, <u>both</u> Inclusive of VAT and Exclusive of VAT (for the duration of the contract including extensions)	£3.5M
Contract Duration (including extensions e.g. 2 yrs + 1 yr + 1 yr)	3 yrs + 1 yr + 1yr

1. Cabinet Member's Introduction

- 1.1 It is important for children and young people to have the opportunity to explore a variety of activities and experiences as part of their daily lives. That is why the provision we put in place is critical. Youth organisations and skilled youth workers play an important role in helping young people to address their concerns, gain new skills and develop healthy relationships. Youth work is not any activity that takes place with young people. It is a distinct educational process supported by a youth work curriculum that focuses on the personal and social development of young people to improve their wellbeing and agency. We recognise that responding to the needs of young people is a continual and ongoing process. In response to the findings of the Hackney Young Futures Commission this tender process recognises the need to procure a service for older children. This is why this new tender is recommending that we focus our delivery of youth work programmes for children and young people aged 10-19, and up to 25 for young people with special educational needs or disabilities (SEND).
- 1.2 This procurement will complement the Council's Young Hackney Service and enhance the range of positive youth activities and programmes delivered across the partnership as part of the early help offer. The procurement is intended to help children and young people to overcome barriers that limit their future social and economic opportunities or that often increase the likelihood of mental and physical health problems, criminal involvement, substance misuse, or exploitation and abuse in later life.
- 1.3 The procurement will offer providers an opportunity to deliver youth services that focus on the personal and social development of young people in informal, safe settings to improve their wellbeing and agency. In line with the National Youth Agency's Youth Work curriculum's themes, providers will support young people to develop skills for life and work, as well as mental and physical wellbeing.
- 1.4 The procurement is aimed at stimulating the voluntary sector by encouraging partnership working through lead provider and consortium bidding. The procurement will provide opportunities for the VCS and SMEs in support of the Council's Sustainable Procurement Strategy. The process will seek commitments in relation to employment and skills and minimising environmental impact.

2. Group Director's Introduction

- 2.1 This procurement will support Children's Services to provide a range of youth work programmes for children and young people aged 10-19, and up to 25 for young people with special educational needs or

disabilities (SEND), that meets the Mayor's priorities for young people and Statutory duties under Section 507B of the Education and Inspections Act.

- 2.2 Through the delivery of youth work programmes focussed on the needs of adolescents, this procurement aims to support the development of skills for life and work as well as mental and physical wellbeing. It seeks to connect to young people's lives and interests, helping remove barriers to learning and development.
- 2.3. This procurement will allow for a range of youth work delivery mechanisms via centre based (locality), mobile and outreach/ detached youth programmes. It addresses key locations in the borough with identified needs in relation to incidents of youth crime and ASB, and/ or a higher incidence of young people not in education, training or employment. The procurement will seek providers that are able to evidence engagement with key communities, and meet the needs of young people with Special Educational Needs and Disabilities who are less able to access open access provision.
- 2.4 The Council expects the provision secured through this procurement to have an early help ethos and commitment to increase the accessibility for children, young people and families to a range of prevention focused support services. Aligning with the neighbourhoods approach of the Primary Care Networks (PCNs) and the development of Child and Family Hubs, it will address neighbourhoods where there is not an existing Young Hackney delivered or contracted Youth Hub. It is expected that the accessibility of early help and prevention services will be improved and services more aligned and able to work effectively together to meet the holistic needs of families in Hackney. Providers will be required to work collaboratively with the Council as part of the range of early help provision and expected to identify and signpost children, young people and families to and from Children's Services.
- 2.5 This procurement will continue the hybrid service delivery model for youth services following the end of contracts under the Connecting Young Hackney Framework - the previous vehicle used to provide a range of universal youth work programmes for children and young people aged 6-19 (and up to 25 for young people with SEND).
- 2.6 The change of age group for this procurement reflects the recommendations of the independent review of Young Hackney, conducted Summer 2023, and responds to the findings of the Hackney Young Futures Commission. It recognises that youth work methodology is an effective and important intervention in the continuum of support for adolescents as they transition towards independence.

- 2.7 The central recommendation of the independent review of Young Hackney is to build upon the strengths of the existing service model, and to adapt the model to address the current scope of delivery in the light of financial challenges. In response to the request to identify savings, the review proposes continuing a hybrid model of delivery but reducing all elements of the service (universal, targeted and commissioned) by 30% in line with the desired savings target. This is viewed to be the most equitable and transparent approach to achieving savings, whilst retaining a platform from which to build back at a future date. The budget for this procurement thus reflects the overall reduction on the Young Hackney budget.

3. Recommendations

- 3.1 **To agree the procurement of up to 11 individual contracts for youth provision that are delivered through centre based (locality), outreach, peripatetic or detached youth work arrangements. Each contract will run for a period of 3 years from 1st November 2024 with an option to extend for 2 years in yearly increments. The maximum budget for the services over five (5) years will be £3.5m (£700,000 p.a.).**
- 3.2 **To agree to the extension of 13 existing Connecting Young Hackney, Lot 1 contracts for a maximum period of seven (7) months until the end of October 2024 at a maximum cost of £545K.**

4. Related Decisions

- 4.1 None

5. Options Appraisal And Business Case (Reasons For Decision)

- 5.1 The Council's universal youth provision is currently delivered under a mixed economy of inhouse, and externally commissioned services from a number of Voluntary & Community Sector (VCS) organisations. This procurement seeks to contract with a range of providers to continue to complement the in-house offer and secure a comprehensive eco-system of support and opportunity for young people.
- 5.2 The Connecting Young Hackney Framework was the previous vehicle used to provide a range of universal youth work programmes for children and young people aged 6-19 (and up to 25 for young people with SEND). The vehicle previously comprised two 'Lots'; 'Lot 1' for Programmes delivered year round to improve the overall quality of life for children and young people in Hackney, and 'Lot 2' which was for time limited project based activities that respond to identified local needs. The Connecting Young Hackney Framework expired on 31st October 2020 and since then the contracts for Lot 1 have been

individually extended until 31st March 2024 to allow for the completion of the review of Young Hackney and the previous Early Help Review (both of which inform the context for this procurement).

- 5.3 This report seeks approval for the extension of seven months for the current individual contracts for Lot 1 in order to ensure continuity of service whilst the procurement process is completed **See Appendix 3**.
- 5.4 Following the decision not to extend the Lot 2 contracts beyond the end of October 2020 the monetary value of the procurement programme was converted to a new annual grants programme for children and young people to respond to the changing Hackney landscape, emerging needs, and to encourage engagement with smaller youth organisations. In its first year this programme made 28 grants, the majority of which went to smaller organisations and exceeded the expected total number of beneficiaries.
- 5.5 The learning from the previous procurement, Council grants programme, Early Help Review, Hackney Young Futures Commission and Review of the Young Hackney Service (conducted Summer 2023) have informed the business case and specification for this procurement. The change of age group for this procurement reflects the recommendations of the independent review of Young Hackney and the findings of the Young Futures Commission. The Young Hackney Review recommends focusing provision on the older age group (10-19) as the area currently with the greatest unmet need. The review also recommends ensuring young people are involved in the design, development and delivery of activities that help to attract and retain young people who are 14 years and older, inclusive of youth leadership, volunteering and social action. In arriving at this recommendation the review included a range of consultations and feedback from children, young people and families, professionals, and members of the wider Hackney community. The review also sought best practice examples from other councils and research about what works.
- 5.6 Hackney Young Futures [HYFC] was set up as an independent commission of the Council, and delivered the largest ever consultation exercise with young people in Hackney aged between 10 and 25, engaging with 2,400 young people. Contained within the recommendations is an ask for increased access opportunities to places, spaces and activities through the 'lost hours' between 3-7pm. The commission specifically focuses on the needs of adolescents and its findings inform the service specification for this procurement which will prioritise the development of 'Skills for Independent Adulthood'.
- 5.7 It is noted that whilst the CYP grants programme has been successful in working with a greater number of small organisations to provide increased access to positive activities, that bids were not received for activities that meet the specific needs of young people at risk of

offending and exploitation. Hackney data reported to the Youth Justice Board continues to evidence that the majority of offences are committed by children aged 15-17 years. This reinforces the need for diversionary opportunities, within safe travelling distance, that meet the interests of adolescents and enable them to develop knowledge and skills around how they can manage risk, make informed choices and stay safe.

- 5.8 Since 2019 the Council has continued to review and redesign its early help offer to ensure its accessibility and impact. Hackney Council believes that some of the most important and valuable work that is currently provided to its children, young people and their families is what is known as 'early help' - an offer of universal and targeted support and opportunities designed to help children and young people have the best possible start in life. Effective early help at critical points in a child or young person's life can significantly improve both their immediate situation and their overall life chances. Youth work is an important component of the continuum of support which encourages learning and personal and social development; developing confidence, agency, self-regulation, consideration, aspiration and other personal assets that support future success.
- 5.9 One of the key findings of the Early Help Review has been the need to ensure that Early Help is organised on a locality basis so families can access support in a space that they find comfortable. Locality based working was similarly supported through the independent review of the Young Hackney Service. Organising the Services commissioned on a locality basis and within cultural specific communities will enable relationships to be formed across organisational boundaries to better support families; providing an informal route for residents and partners to learn more about what help is available and to ensure that Universal Services are effectively sign-posted.
- 5.10 Whilst focused primarily on the delivery of open access youth work, universal youth provision is often a key point of access for families into further support and wider early help services. In support of our ambition for the transformation of services on a locality basis, the commissioning process has involved the analysis of "cold spots" of provision and beneficiary groups that were not reached through the previous procurement. The location of the existing four Young Hackney Hubs in relation to the Primary Care Network (PCN) neighbourhoods and Child and Family Hubs has been reviewed, so that this procurement complements the existing geography (as far as is practicable).
- 5.11 Through the proposed network of youth providers it is aimed that children, young people and their families will be able to participate in high quality youth services and be signposted to targeted early help without stigma. An expectation will be placed on providers to work collaboratively with the wider network of statutory and voluntary

provision in their locality to meet the needs of children and young people. Whilst young people will continue to be encouraged to travel and access youth provision across the borough the following neighbourhoods will be prioritised to complement existing provision and address local need:

- Shoreditch Park Neighbourhood
- Well Street Community Neighbourhood
- Springfield Park Neighbourhood
- Hackney Downs Neighbourhood

5.12 The findings of the early help review also suggested that the social and emotional needs of people facing racism, ableism, heteronormativity and the stigma of poverty could be better met. For this reason the needs of children and young people from key communities and/ or with SEND will be highlighted in the specification. Where an organisation bids as a lead provider for a key community it is expected that they will engage with other youth providers to meet these specific needs, and provide training to build capacity across the sector as a whole. All providers will be expected to address wider inequalities and to engage with wider Council initiatives that address poverty and the cost of living crisis.

5.13 The needs of adolescents reflected through the strategic health assessment conducted after the COVID-19 pandemic highlights emotional wellbeing as a key need for this age group. Again the importance of youth work in supporting young people's emotions and physical well being was highlighted through the Young Hackney Review. Providers will be asked to demonstrate how their delivery will support positive mental health and reduce school anxiety and absenteeism, negative body image, unhealthy relationships, self-harm, youth crime and personal safety, including online harms. A secondary function will be to form a network of providers that work collaboratively with the Council and partners to signpost families to Early Help Services and build capacity to meet the wider support needs of young people.

5.14 The newly procured services will deliver high quality youth services that will:

- provide more culturally specific provision to engage the various communities in Hackney; including the Charedi and Muslim communities, underrepresented African, Caribbean, Turkish/Kurdish and Southeast Asian communities (with providers who address the various nuances within all of these communities).
- engage young people who have not previously used universal youth services; with providers proactively targeting engagement to young people who do not already attend a youth hub/ club.

- provide services to a wide target age group that covers key transition points, but with more of a focus on older adolescents (including those who are vulnerable to exploitation and those who have emotional wellbeing and mental health needs).
- more directly address inequalities, including structural and systemic racism e.g. improve accessibility for young people with special educational needs and/or disabilities and from LGBTQ+ communities
- attracts those that are vulnerable to poorer outcomes and signpost and work with the council's Early Help Services to meet their needs.
- provide a specific SEND offer for children and young people; particularly for those who have autism, speech and language, or communication needs and who may have an Education, Health and Care Plan (EHCP) or who have been identified as needing additional support.
- be willing to engage with the Council to provide added social value to young people by delivering apprenticeships and employability training & skills as part of their delivery.
- actively work to source new partnerships and additional means of income with a view to becoming more sustainable.

5.15 The services will be shaped and categorised according to the core principles and values set out in the National Youth Agency curriculum. These have a focus around empowerment, education and equality. The following themes will be used in the categorisation of the services.

- Arts, Culture and Heritage
- Identity and Belonging
- Leadership, Civic engagement and participation
- Economic and Financial wellbeing
- Creativity and fun
- Global citizenship
- Skills development
- The environment and sustainable development
- Healthy and safe relationships
- Health and wellbeing.

- 5.16 The above is not meant to be a checklist of what youth work should deliver and providers should evidence that their offer is shaped with young people through the youth work process so that it responds to their lived experience and presenting needs, concerns and interests. Involving young people in leading their own youth work experience is essential, since adults do not always understand young people's concerns and the learning experience lessened. This procurement will ensure that Youth participation will be a core component of delivery.

Contracts required

Service Category	No. of LOTS
Core centre based/ detached/ outreach youth work	7
Culturally Specific	3
Specialist SEND provision	1

Volumes and costing data which informed the development of the Contract Lots detailed above are provided in Exempt Appendix 1

Benefits Realisation and Lessons Learnt

- 5.17 Overall the service has performed well and where needed individual providers have responded to contract management measures related to performance. Individual and group conversations with providers occurred during the COVID-19 pandemic and adaptations implemented to ensure continuity of provision. Overall the service worked well to support young people through an exceptionally challenging time.
- 5.18 The Council recognises the requirement to build on what has worked well and support growth in the quality of practice to ensure the sector is able to respond to the needs of children and young people across Hackney. It is considered that the greatest needs currently exist for children and young people during adolescence and the age range for the procurement has therefore been revised to reflect this. In addition to this procurement the CYP grants programme and a separate tender for adventure play provision has already been completed.
- 5.19 There is also a recognition that specialised services and enhanced partnership working across the sector is required to meet the changing demographics and inequalities experienced by some groups of young people.

Strategic Context

- 5.20 Local authorities have a statutory duty to secure educational, recreational and leisure time activities, and sufficient facilities for such activities (Section 507B of the Education and Inspections Act). This is often referred to as the 'youth services duty'. The statutory duty and guidance supports universal, open access provision and underpins the government's National Youth Guarantee for regular, weekly youth work and out of school activities. This is a requirement to ensure young people have access to sufficient educational leisure-time activities which are focussed on the improvement of their well-being and personal and social development. It also requires that activities are publicised and that young people are placed at the heart of decision making regarding the positive activity provision.
- 5.21 Within this duty the targeting of activities and facilities in communities of greatest need and to ensure equality across communities is expected. This is considered to be different from but still complementary to targeted youth work embedded as part of a multi agency approach to meet specific needs with regards to social work, youth justice, policing, schools or health services. There is a requirement to ensure open access youth work provision acts as a gateway to specialist, targeted support for young people without stigma.
- 5.22 **Mayor Priorities:** This duty, combined with the Council's ambitions for young people is reflected in this procurement. The procurement is aligned with the Mayor's priorities of improving services, raising life chances and increasing opportunities for all - focusing on informal learning, raising young people's aspirations, promoting social action alongside the prevention of negative behaviours.
- 5.23 This procurement also supports the Council's key priorities to: *Work Together for Every Child Hackney, for a Fairer Safer Hackney, and for a Healthier and Greener Hackney*. The procurement supports our corporate objectives to improve outcomes for young black men, and to deliver services which take a proactively systemic, trauma informed and anti racist approach. The procurement will support young people to develop their own personal agency and build the life and interpersonal skills required to support their access to employment and transition to adulthood.
- 5.24 **Local Needs:** The percentage of under 16s living in low-income families in Hackney (24.7%) is higher than both London (18.8%) and England (17.0%) averages. Poverty, poor housing conditions, food insecurity, crime and youth violence, and the negative impact of COVID-19 (low levels of positive mental health and social and emotional well being leading to increased demand on CAMHS) are recurring themes in the data and stakeholder interviews carried out for the health needs assessment for 0-25 year olds in City and Hackney.

5.25 Based on the estimated Adverse Childhood Experience (ACE) prevalence across England and using 2019 population estimates it is considered that circa 134,256 Hackney residents (48%) have experienced at least one Adverse Childhood Experience. Not all children and young people are equally affected by these issues, and the health needs assessment for the borough highlights the large disparities that exist; particularly for vulnerable children and young people, those from ethnic backgrounds other than white, and children and young people with special educational needs.

Preferred Option

5.26 **Appointment of Universal Youth Service providers through a competitive procurement process to continue the mixed economy delivery model of inhouse, and externally commissioned services.**

This option will maintain the existing model of service provision whilst optimising the opportunities for engaging with the voluntary sector in the delivery of a variety of services, and encouraging partnership working and consortium bids from smaller organisations. There will be scope for providers to bid to deliver programmes that maintain a unified focus on high quality youth work practice that delivers a range of measurable positive outcomes for young people, whilst improving access across the borough.

5.27 The Council will give providers an opportunity to bid for services based on the following criteria:

5.27.1 Number/duration of weekly sessions

It is expected that a maximum of 4 providers will provide youth work programmes for a minimum of 3 days per week (or 6 sessions) in the key locations identified, and inclusive of 8 weeks holiday provision per annum. It is also expected that 3 detached outreach/arts/ sports specialist providers will provide a year round offer. The tender will cost delivery according to the number of sessions delivered and number of children and young people served. Minimum numbers of providers have been identified to address key localities and the needs of key target groups.

See **Exempt Appendix 1** for more detailed costs and volumes of service delivery. The LOTS will account for the categories covered in paragraphs 5.31 to 5.33 below.

5.27.2 National Youth Agency Themes

- Arts, Culture and Heritage
- Identity and Belonging
- Leadership, Civic engagement and participation
- Economic and Financial wellbeing

- Creativity and fun
- Global citizenship
- Skills development
- The environment and sustainable development
- Healthy and safe relationships
- Health and wellbeing.

5.27.3 Provision that targets inequalities, including structural and systemic racism, and improves accessibility for young people with special educational needs and/or disabilities and from LGBTQi+ communities

5.27.4 Neighbourhoods- ‘Cold Spots’ identified

Shoreditch Park Neighbourhood
 Well Street Community Neighbourhood
 Springfield Park Neighbourhood
 Hackney Downs Neighbourhood

5.27.5 Practice principles

Youth work is a deliberative educational approach, with its own pedagogy and professional base, which supports the personal and social development of young people through non-formal education. It is delivered under the principles of equal access and voluntary engagement. All commissioned providers will be expected to work to youth work methodology underpinned by an understanding of how young people develop during adolescence, reflective practice and peer education. The ability to establish boundaries and maintain trusted relationships with young people, address challenging behaviour and de-escalate conflict will be essential to all delivery.

Universal youth work meets the need for children and young people to socialise in a safe and secure environment and should facilitate access for vulnerable young people to early intervention and support. The importance of safeguarding children and young people and providing a safe environment for young people is central to practice. This procurement will expect Providers to evidence organisational safeguarding policy and practice which aligns with *Working Together* and reflects intra familial and extra familial risk. Specifically providers will be expected to be aware of Contextual Safeguarding approaches and be willing to work with partners to create safety within peer groups and localities. We will expect all commissioned youth providers to continue to develop a clear understanding of the risks and harms children and young people may face in the community and how Hackney are developing systems to screen, assess and respond to extra-familial harm.

Hackney Children and Education Services expect our commissioned providers to share and work to the same practice principles, and thus be committed to eradicating systemic racism, discrimination, injustice; making anti-racism a foundation of our collective practice. We will

expect all commissioned providers to join us in creating a culture of critically reflective practice and share a mutual expectation that every member of staff takes responsibility for their own learning and development with respect to anti-racist, anti-oppressive practice - being a voice and force for change, for every child and family that we work for and with.

5.28 **Alternative Options (Considered and Rejected)**

Refer to **Exempt Appendix 2** - for a more in depth analysis on Insourcing Considerations.

	Advantages	Disadvantages
Do Nothing-	None	1.This is not a viable option.There is a statutory duty to secure educational, recreational and leisure time activities, and sufficient facilities for such activities (Section 507B of the Education and Inspections Act), this includes the current suite of externally commissioned Universal Youth provision.
	Advantages	Disadvantages
Manage and deliver the services in house. (refer to insourcing Exempt Appendix 2)	<ol style="list-style-type: none"> 1.Would allow maximum control for the Council 2. In line with the Council's ambition to insource services where practical and appropriate 	<ol style="list-style-type: none"> 1. Fails to make use of the particular capacity and expertise available from the local voluntary and community sector in Hackney 2. Lost opportunity to benefit from the innovation and responsiveness of established local providers 3. Fails to maximise the potential for added social value that could be achieved through a competitive procurement process. 4.The Council does not have the physical assets (youth club buildings, youth bus) required to deliver this type of youth provision and would therefore require additional time and budget to establish these under this option. 5.Would require more capacity for management oversight of the day to day delivery of the service in addition to the extra operational staff that would be required.

<p>Secure all the functions via a Framework or Dynamic Purchasing System (DPS)</p>	<p>1. Flexibility to award further contracts during the delivery period as required.</p> <p>2. Under a DPS additional providers could be added during the contract period</p>	<p>1. Additional call-offs are unlikely to be required once the initial round of contracts has been awarded</p> <p>2. Participating in a framework is an administrative burden for providers and there is no guarantee of a contract for providers who have completed the vetting process to join the framework.</p> <p>3. Call offs would always involve mini competitive tenders which are labour intensive for commissioners.</p> <p>4. There is a risk that small/ medium local providers could be excluded because they lack the capacity for regular bidding processes.</p>
	<p>One Contract with a single supplier</p>	<p>1. Potential to achieve economies of scale</p> <p>2. Minimises contract management and reporting requirements</p>

5.29 Success Criteria/Key Drivers/Indicators

5.30 Providers will need to have a clear approach to improving outcomes for young people by working in partnership with the Young Hackney Service. Previous service outcomes have been updated for this procurement.

Service outcome measures will include:

- Young People are supported to identify their own learning needs and to achieve goals they have set.
- Young people develop and manage relationships effectively
- Young people build their health and wellbeing

- Young People make a measurable and recorded improvement in a particular skill or personal quality.
- Young people are able to consider risk and take informed decisions that keep themselves and others safe
- Young People are able to recognise their achievements and can articulate their learning
- Young People are able to express their views and grow to be active within their communities
- Young People are involved in the planning, delivery and evaluation of the programme of activities delivered by the provider.
- Young People remain in education and/or are supported to re-engage in education, employment or training as a result of their participation.

5.31 **Whole Life Costing/Budgets**

5.33 The total annual cost of the service will be a maximum of £700k, £2.1m over 3 years and £3.5m if extended for a further 2 years after that. This is inclusive of all inflationary and any other service delivery-related costs for the duration of the contract.

Financial year	No. of LOTs	Year 1	Year 2	Year 3	Total Budget for initial contract period	Year 4	Year 5	Total Budget-after extensions taken
Core locality and detached outreach Services	7	£450k	£450k	£450k	£1.35m	£450k	£450k	£2.25m
Cultural Specific	3	£210k	£210k	£210k	£630k	£210k	£210k	£1.05m
SEND specialist provision	1	£40k	£40k	£40k	£120k	£40k	£40k	£200k
Total	11				£2.1M			£3.5M

5.34 **Policy Context**

5.35 Local authorities have a statutory duty to secure educational, recreational and leisure time activities, and sufficient facilities for such activities (Section 507B of the Education and Inspections Act). This is often referred to as the 'youth services duty'. The statutory duty and guidance supports universal, open access provision and underpins the government's National Youth Guarantee for regular,

weekly youth work and out of school activities. Providers will work with Young Hackney and CFS to improve the accessibility of early help and prevention services through identification and referral of children, young people and families in need of support.

- 5.36 The Services procured will support the Mayor's priorities and focus on addressing inequalities. This will include the identification of young people who may need support back into learning or employment. The Service will also support Hackney Council's commitment to anti racism and the anti racist practice. KPI's will include specifically addressing the needs of young people from global majority backgrounds and will require the Provider to demonstrate how they are actively challenging racism and all forms of oppression.
- 5.37 The London Borough of Hackney is signed up to the information sharing protocol, and successful Providers will also be required to sign up. The protocol provides the framework for the safe, legal, proportionate and secure personal information sharing between key children's service providers. Effective information sharing will facilitate the appropriate discharge of statutory obligations and meet expectations of the service user.
- 5.38 The Provider must adhere to and understand safeguarding requirements and the different ways that young people may be harmed. This includes harm by other young people, by a single event or ongoing abuse, through the internet or other media, or through their own risk taking behaviour.
- 5.39 The service specifications reflect service priorities and identified local needs developed in discussion between the Principle Head of Service for Early Help and Prevention, Young Hackney's Service Managers, the wider Young Hackney Management Team and Hackney Youth Parliament and HYFC legacy team.
- 5.40 **Consultation/Stakeholders:**
- 5.41 This procurement is informed by the Review of Young Hackney and benefits from the findings of previous high profile public consultations. In 2019, the Hackney Young Futures Commission consulted with 2,400 young people in Hackney aged between 10 and 25 years old. Its main objective was to connect children and young people, councillors, heads of services and other partners to ensure that young people are included in the decisions that affect them and help to make Hackney a better place to live. The findings from the consultation were shared in the report 'Valuing the Future Through Young Voices'.
- 5.42 Theme 3 in the report 'asks' Hackney to Increase Access Opportunities to Places, Spaces and Activities. The procurement of

the services will help the Council to respond to this recommendation set out within the report. The needs identified for older adolescents and for provision between 3-7pm will be highlighted in the tender.

5.43 The Providers will be expected to support all young people who access the services to successfully transition into adulthood, which can be achieved through the provision of high quality universal services and working collaboratively with wider early help partners. The Services will be expected to offer a varied curriculum that responds to local needs and includes opportunities for young people to develop skills, learn and grow.

5.44 Existing and potential providers have been kept informed of the Council’s intention to re-tender the provision and a number have participated in pre market engagement to inform the design of the service and raise awareness of the upcoming tender. A Provider engagement event was held in April 2023 in which over 60 individual organisations attended.

5.45 The Council is committed to facilitating bids from SME and VCS organisations and to facilitate this a training session was delivered June 2023 to ‘walk through’ the technical requirements for submitting a bid through the council’s e-procurement system. A further event will be scheduled for January/ Early February 2024.

5.46 **Risk Assessment/Management**

5.47 The Hackney Procurement Risk Analysis Tool (RAT) has classified this procurement as High Risk.

Risk	Likelihood	Impact	Overall	Action to avoid/mitigate risk
Insufficient appetite from the market.	Low	Low	Low	A market engagement event has generated a significant amount of interest in the services. Incumbent providers have expressed interest to continue providing services.
TUPE implications may impact or delay contract implementation	Medium	High	Medium	An implementation period has been scheduled in the procurement timetable. TUPE data will be requested from existing providers prior to procurement.
The available budget has reduced by 25%	Low	Low	Low	The tender has been shaped to reflect key geographies, target groups and range of

<p>compared to previous tender which may impact relationships with the local youth sector</p>				<p>youth work delivery to maximise the impact of the available budget</p>
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5.58 **Insurance**

5.59 Advice from Insurance Services has been sought and providers will be required to confirm the following insurance levels as a minimum:

- public liability insurance with a limit of indemnity of not less than £5 million (five million pounds) in relation to any one claim or series of claims;
- employer's liability insurance in accordance with any legal requirement for the time being in force in relation to any one claim or series of claims;
- professional indemnity insurance of not less than £2 million (two million pounds)

5.60 **Market Testing (Lessons Learnt/Benchmarking)**

5.61 Neighbouring boroughs of Haringey, Newham, Camden, Islington and Tower Hamlets have been contacted as part of the benchmarking process.

5.62 Camden has been graded 'outstanding' by Ofsted for its Children's services, and by HMIP for its Youth Justice Service. This 'mixed economy' mechanism for securing the youth offer is aligned with Hackney's current delivery model and supports the engagement of children in a range of positive activities that meet their needs and interests. Tower Hamlets also currently has a mixed economy of in house and externally commissioned youth provision organised into key localities. The service has reviewed and substantially increased its investment in line with the Mayor's priorities and has sought to learn from Hackney's model.

5.63 Research shows that the most robust services delivering the expectations of the statutory duty and meeting National Youth Agency guidance deliver a mixed economy of provision, which enable Councils to effectively coordinate and have oversight of a diverse youth offer (using the expertise of its voluntary sector partners alongside their own in-house provision). The mixed economy approach provides Councils the ability to target and co-ordinate provision effectively and to work collaboratively with providers that are able to draw in additional funding to boost the overall resource. The sharing of skills and expertise alongside professional training and insight is helpful across all delivery.

5.64 **Savings**

5.65 A 25% saving has been applied to the previous budget for the commissioning of universal youth provision. This is a slightly smaller percentage than the 30% savings target applied to the whole of the Young Hackney Service. In response to the request for significant savings to be identified, the independent review of Young Hackney proposes continuing a hybrid model of delivery but reducing all elements of the service (universal, targeted and commissioned) by 30% in line with the desired savings target. As all elements of the current delivery structures were evaluated to be making a positive impact for children and families, it is viewed that this is the most equitable and transparent approach to achieving savings, whilst retaining a platform from which to build back at a future date. However it is viewed that a 25% saving is the maximum saving that can be applied to this element of the Young Hackney budget in order to achieve the desired outcomes in relation to breadth of the offer, target groups and key locations.

5.66 There is no scope for further cashable savings, the services procured are expected to achieve indirect savings by assisting in the prevention and diversion of youth crime, and improving access to services including education, training and employment. A UK Youth report (conducted by Frontiers Economics) has evaluated that for every £1 invested in the youth sector it generates between £3.20 and £6.40 in benefits to the taxpayer.

6. **Income Generation**

6.1 There is an expectation that providers will actively work to source new partnerships and additional means of income with a view to becoming more sustainable. This will be reflected within a KPI target.

7 **Sustainability Issues and Opportunities, Social Value Benefits**

7.2 **Procuring Green**

7.3 As part of the evaluation process suppliers will be required to consider what additional environmental sustainability benefits they can deliver and any commitments made by the provider will be included within the contract and monitored on an ongoing basis.

7.4 The core youth work curriculum (which providers will be required to deliver against) includes a focus on the environment, sustainable development and global citizenship. Recycling will be encouraged and providers will be required to ensure that appropriate facilities

are available. Electronic rather than paper based communication will be encouraged and active travel or the use of public transport is advised for trips and other activities conducted as part of service delivery.

7.5 **Procuring for a Better Society**

The service will have a positive economic impact, particularly on estates where services will be concentrated. As part of the procurement process, all providers will be required to complete an Employment Skills Plan as part of the ITT which will be assessed for its potential to support jobs and training opportunities for local residents.

7.6 Providers will be required to give confirmation that they will pay the London Living Wage as a minimum to all staff employed to deliver this service.

7.7 The community should be engaged, consulted and informed of activities and developments within the service where appropriate. The relationships that develop over time between playworkers, children, families and the wider community are key to long-term sustainability, which in turn helps to build community cohesion.

7.8 **Procuring Fair Delivery**

This procurement will support Young Hackney to provide a range of universal, sports, targeted play and youth work programmes for children and young people aged 10 – 19, and up to 25 for Young People with special educational needs or disabilities (SEND).

7.10 The target outcomes within the service specification reflect the need to reduce the inequalities within local communities.

7.11 The services specifically target children and young people and have the potential to appeal to a broad cross section of the resident population. The intention is to increase the participation of marginalised young people, particularly young people with special needs or disabilities, LGBTQI+ young people and those in most need of support.

7.12 **Social Value**

7.13 As part of the procurement process, providers will be required to demonstrate how they will deliver added social value. 15% of the award criteria will be allocated to social value and any commitments made by the provider will be included within the Key Performance indicators and monitored on an ongoing basis as part of the contract management process.

7.15 **Equality Impact Assessment and Equality Issues**

- 7.16 An Equality Impact Assessment was undertaken ahead of the re-commissioning programme which has informed the design of the proposed service.
- 7.17 There will be a positive local economic impact through the generation of youth activities on estates through an integrated delivery model. Services are currently being delivered by third sector organisations, many of whom employ local people. It is anticipated that the services commissioned going forward will be comparable to those currently/previously provided and therefore a similar economic benefit is likely.
- 7.18 The existing contracted services are provided to a wider age range of children and young people (from age 6). The needs assessment suggests that the Council needs to prioritise the needs of older children and adolescents. Younger children will continue to have access to universal services through Young Hackney, adventure play services, and after school provision. The Young Hackney grants programme has also retained the wider age range. It is not expected that the majority of providers will cease delivery to the younger cohort, this simply represents a refocusing of the Council's investment to meet the identified needs of young people which will be reflected in the service specification.

8. **Proposed Procurement Arrangements**

8.1 **Procurement Route**

- 8.2 This service falls under the 'light touch' regime for social and other specific services of the Public Contract Regulations (PCR) 2015 and the procurement process will follow the regulations as detailed. The total value of the proposed contract is over the threshold (£669,540, including VAT) so a Find a Tender Service notice will be completed.
- 8.3 The tender opportunity will be issued as a restricted tender, which means there will be specific criteria outlined for bidders to meet if they are to be considered eligible to submit a tender response. Only those organisations that pass the Selection Questionnaire will have their invitation to tender response evaluated.
- 8.4 Providers submitting an Invitation to Tender (ITT) will be asked a range of technical, quality and commercial questions to establish the service offering in line with the Council's requirements.
- 8.5 Dun and Bradstreet reports shall be reviewed and financial viability assessments of all potential providers completed by Finance.

8.6 The ITT evaluation criteria is as follows:

CRITERIA	% WEIGHTING
Quality	80%
Service Delivery	30%
Structure, Staffing and Supervision	10%
Safeguarding and Risk Assessments	10%
Quality Assurance	15%
Social value (including Employment Skills Evaluation)	15%
Price	20%
Total	100%

8.8 The Project Team for this procurement will consist of the following:

- Principal Head of Service - Early Help and Prevention
- Service Manager - Early Help and Prevention
- Practice Development Manager (s) Young Hackney
- Youth representatives from HYFC/HYP representative (s)
- Representative of the Anti racist Practice Hub
- Health Rep of the Super Youth Hub Programme
- Representative from HCVS (unless bidding)
- Children's Contracts Officer- *Project Manager role*

8.9 **Resources, Project Management and Key Milestones**

Key Milestones	
Business Case Report to CPIC	08 February 2024
FTS Advert placed and tender documents issued	09th February 2024
SQ and ITT returns	29th March 2024
Tender Evaluation	1st April 2024 to 15th April 2024
Contract Award Report considered at CPIC	Mid June (TBC) 2024
Stand Still period (10 days)	10 days
Mobilisation period	July to October 2024
Contract start date	01st November 2024

8.10 **Anticipated Contract Type**

8.11 The standard Council's Terms and Conditions will be used for this service, with advice and input from the Council's Legal's team. The Appendices will make consideration to the Privacy Impact and the Equality Impact Assessments, CHSB safeguarding clauses and

GDPR clauses. The service specification and KPIs will set out the service expectations and outcomes required.

8.12 **Subdivision of the contract into Lots**

8.13 The contract will be separated into 11 Lots to facilitate bids from local SME and VCS organisations. Providers will be permitted to bid for more than one Lot and it is anticipated that circa 10 providers will be appointed in total. Providers will be encouraged to consider innovative ways of working together such as Lead Provider, partnership and consortium bids.

9. **Contract Management (and Mandatory Use of the Contract Management System) & Service Management for Insourcing**

9.1 The contracts will be allocated and managed across 4 Practice Development Managers who will be responsible for the day to day management of their respective services.

9.2 The contracts will be subject to the service Quality Assurance Framework and will be routinely inspected. Performance and Management Information data on outcomes and attendance figures will monitor the effectiveness of the project alongside regular user surveys and consultations.

9.3 TUPE will apply. TUPE information will be requested from the incumbent providers prior to the issue of the tender documents. It will be analysed for any anomalies and will be released to all tenderers upon request.

9.4 Once implemented across all services, the Council's mandatory contract management system, will be used as the primary contract management tool. This will enable effective communication with suppliers alongside dashboard reporting and the tracking and monitoring of performance.

Key Performance Indicators				
	Objective	KPI	Target	Monitoring Frequency
1	Young people are able to access provision	Numbers of young people attending provision per session Number of disabled young people attending provision	100% of the number as detailed in the individual bid 5% of cohort	Quarterly
2	Young people report feeling safe to attend	Youth survey of young people who take part in the programme(s) report feeling safe	80% of the cohort surveyed	Annually
3	Young people develop more confidence and personal agency through their participation	Youth survey of young people who take part in the programme(s) evidence improvements in self reliance, self esteem, and self efficacy	70% of the cohort	Annually
4	Young people make choices and are able to shape their activities	Youth survey of young people who take part in the programme(s) evidences participation in decision making	70% of those participating	Annually
5	Young people develop their resilience and determination	Youth survey of young people who take part in the programme(s) evidences improvement in concentration, motivation and sense of purpose	60% of those participating	Annually
6	Young people develop their creativity	Youth survey of young people who take part in the programme(s) evidences improvement in developing	60% of those participating	Annually

		new ideas, self expression and applying learning in new contexts		
7	Young people develop skills in planning & problem solving	Youth survey of young people who take part in the programme(s) evidences improvement in their organisational skills, goal setting, questioning/ curiosity and ability to evaluate risk	60% of those participating	Annually
8	Young people show improvement in managing feelings and relationships	Youth survey of young people who take part in the programme(s) evidences improvement in their ability to self regulate, show empathy, negotiate and develop healthy relationships	60% of those participating	Annually
9	Young people are able to access support to build their wellbeing and overcome barriers to progression	No. of young people signposted or referred to support via CSC, Early Help, CAMHS, Employment & Skills	100% of those with an identified need	Quarterly
10	Young People are happy with the service	Annual survey captures youth satisfaction	80%	Annually
11	Staff training and checks are sufficient to deliver a high quality service	Enhanced DBS disclosure completed for all staff and volunteers prior to working. All staff to participate in CPD as identified through their annual appraisal and personal development plan and are required to refresh their understanding of current safeguarding procedures	100% 100%	Quarterly

10. Comments Of The Interim Group Director Finance

10.1 The recommendation in this report is to agree to the procurement of

circa 11 individual contracts for youth provision that are delivered through centre based, outreach, peripatetic or detached youth work arrangements from 1 November 2024 (inclusive of up to a 5 month mobilisation period).

- 10.2 If required, the existing 13 Lot 1 contracts could be extended for up to seven months to accommodate the procurement process. This will not cause a budget pressure to the Council but will delay the contract start date.
- 10.3 The available budget for the total contracts would be £700,000 per annum. The contracts will be for three years with the option to extend for a further two years (3+1+1). The projected annual cost of the service should be kept within the budget and not result in a budget pressure for the Council. The total estimated value of the service over the maximum life of the contract is £3.5m and this will be met from existing budgets and bidders will be expected to contain all prices within the maximum yearly budget set.
- 10.4 Dun and Bradstreet (D&B) reports should be conducted on all potential providers and assessed by the finance team to determine any financial or operational risks to the service before the contracts are agreed. An additional D&B check on all providers should be carried out at the end of the three year contract (31 March 2027), if the option to extend the contracts for a further two years are initiated.

11. VAT Implications on Land & Property Transactions

Not applicable.

12. Comments Of The Acting Director, Legal, Democratic & Electoral Services

- 12.1 Paragraph 2.7.6 of Contract Standing Orders states that all procurements with a risk assessment of “High Risk” will be overseen by Cabinet Procurement and Insourcing Committee and therefore this Business Case Report is being presented to Cabinet Procurement and Insourcing Committee for approval.
- 12.2 The services to be procured in this Report are classified as Social and other Specific Services under Schedule 3 of the Public Contracts Regulations 2015 and are of an estimated value above the threshold of £663,540 (including VAT) for such services. Therefore it will be necessary to publish a Find a Tender notice in respect of the procurement of the services. However as these are Schedule 3 (light touch) services the Council will then be subject to a smaller number of procedural rules in regard to how it procures such services. It will, however, be important to ensure that it

complies with the obligations to treat economic operators equally and without discrimination and act in a transparent and proportionate manner in accordance with Regulation 18 of the Public Contracts Regulations 2015.

- 12.3 It is also proposed to extend various current agreements for the Connecting Young Hackney service to ensure continuity of service. The proposed variations of contract in this Report are permitted under Regulation 72(1)(e) of the Public Contracts Regulations 2015 which allows a variation where modifications irrespective of their value, are not substantial. The variations to the contracts in this Report are not substantial within the meaning of the word as defined in the Regulation and therefore are allowed.

13. Comments Of The Procurement Category Lead

- 13.1 The estimated value of the proposed service is above the relevant UK public procurement threshold of £663,540 (Social and Other Specific Services 'light touch' regime) and must be awarded in accordance with the relevant procedures set out in the Public Contracts Regulations 2015. The Council's Standing Orders require that the Business Case and Contract Award for a High Risk procurement be approved by Cabinet Procurement and Insourcing Committee.
- 13.2 The recommendation not to insource is noted and procurement of a contract via a competitive tendering process is confirmed as an appropriate and compliant route. The decision to separate the contract into a number of separate Lots will facilitate bids from local VCS organisations and provides greater flexibility for bidding organisations.
- 13.3 The timeline for the procurement process is reasonable to ensure contract commencement on 1st November 2024. The proposed 7 month extension to the existing provision will ensure continuity of service and a smooth transition and is therefore supported as set out in the report.

Exempt Appendices

- Exempt Appendix 1 - Service Delivery Volume and Costs
- Exempt Appendix 2 - Insourcing Evaluation
- Exempt Appendix 3 - LOT1 contracts for extension

By Virtue of Paragraph(s) 3 Part 1 of schedule 12A of the Local Government Act 1972 this report and/or appendices 1-3 is exempt because it contains Information relating to the financial or business affairs of any particular person

(including the authority holding the information) and it is considered that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Background documents

None

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