

**Report of: Executive Member for Children and Families**

<b>Meeting of:</b>	<b>Date</b>	<b>Ward(s)</b>
Executive	8 December 2016	All

<b>Delete as appropriate</b>	<b>Exempt</b>	<b>Non-exempt</b>

## **SUBJECT: Procurement strategy for preventing serious youth violence**

### **1. Synopsis**

- 1.1 The council is providing £2m additional investment to enhance the council's efforts to prevent serious youth violence (£500,000 per year 2016-2020). This report sets out the procurement strategy in relation to one part of this investment, the commissioning of services for the value of £200,000.00 per year for the procurement of new services to deliver mentoring and key working support.

### **2. Recommendations**

- 2.1 To approve the procurement strategy for the keyworking and mentoring services that will be commissioned in 2017 as outlined in this report.

### **3. Background**

#### **3.1 Objective and commissioning approach**

Islington Council has continued to prioritise resources and services for children, young people and families and across the partnership and there is a wide range of services in the borough. However, given the level of incidents of youth violence and gang related violence Islington has seen in recent years, Islington is investing an additional £500k per year, in interventions to further tackle this issue as it is an issue that adversely affects and can have very traumatic long term consequences for young people, families and the wider community. This investment will complement existing services and initiatives such as voluntary sector youth and family services, early help services including Families First and Targeted Youth Support, Youth Offending and The Integrated Gangs Team. It will also enhance our Stronger Families offer.

The additional investment will enable the council to maintain and strengthen its resources for ensuring an early intervention approach to tackling serious youth crime, by providing targeted interventions to children and young people from 7 to 18 years old; resources to better understand and respond to the nature of gangs and offending in the borough; and multi-agency workforce development opportunities to build the skills and confidence of the workforce.

Interventions will be targeted at those who are at risk of becoming involved in gang activity or a perpetrator and/or victim of youth violence. Investment will also focus on those who would benefit from specialist interventions to enable them to exit gang activity and/or support to overcome trauma and risks associated with being victims of youth violence.

It is anticipated that this investment, alongside the other work already underway within the borough, will all contribute towards reducing youth crime and the gravity of offences in Islington which in turn will help people feel safer, aid community cohesion and create a stronger sense of safety within the community.

The groups of young people targeted by this spend:

1. Young people who are willing to engage but face significant barriers in taking a safe path or making a positive change. The younger end of this scale will be targeted at young people who face behavioural problems in school and who are younger siblings of offenders. At the older end are offenders who are aware of the barriers they face but are unable to surmount them without significant support.
2. Young people who professionals and services have to try harder to reach, including young people entrenched in gang activity who are more resistant to change. They may have fundamental barriers which they are unaware of and/or are not addressing and may prefer to engage with voluntary providers.

A project group have been steering a thorough commissioning approach involving regular consultation with the Corporate Director Children's Services and Executive Member for Children and Families.

Priorities for spend are based on a detailed analysis of the youth offending and gang profiles within the borough; an evidence review of 'what works' and promising practice in preventing youth crime and serious youth violence, drawing largely on the Early Intervention Foundation's recent review of interventions delivered in the UK and abroad<sup>1</sup>; identification of principles of effective practice; and a mapping exercise to understand the current range of interventions across the borough and gaps.

The commissioning approach reflects the need for a spread of services/interventions across the local authority and independent providers.

Headline messages informing the commissioning priorities are:

the need for additional intensive one-to-one interventions (keyworking and mentoring) which develop trusting collaborative relationships, enable change and engage young people in education, training and employment. Islington already delivers a range of services which creatively engage and support young people, so this additional investment will build further capacity within the multi-agency workforce

- child sexual exploitation and harmful sexual behaviour are issues for a small but significant number of children and young people and are often linked with gang

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<sup>1</sup> [Link to 'What works to prevent gang involvement, youth violence and crime', EIF 2015](#)

activity. Interventions are needed to support medium to high risk victims and perpetrators as well as develop direct work tools and confidence among the wider targeted and specialist children's services workforce

- Staff across the multi-agency workforce are seeking additional learning to build capacity in this specialist and undeveloped area of work, across both social work and youth work. Therefore priority should focus on creating opportunities for frontline services to train in evidence based interventions, share knowledge, expertise, tools, learning and examples of effective practice.

Professional stakeholder engagement: Central to the commissioning approach was a multi-agency Preventing Youth Violence Collaborative Workshop held on 3 August 2016 in which 49 statutory and voluntary sector colleagues shared knowledge, expertise and insights and contributed to unpicking the issues around serious youth violence and helped shape the priorities for the use of the additional investment.

The Independent Chair of the Children and Young People's Voluntary Sector Forum will sit on the Procurement Panel for services to be commissioned in 2017.

Young people stakeholder engagement: The commissioning approach has been enhanced by drawing on a range of sources of information that highlight young people's insights and lived experiences, including research and review papers and radio and television interviews. In addition the Project Group have sought the views of young people through existing user involvement groups including the Youth Council and Children's Active Involvement Service, as well as drawing on outcomes from the Targeted Youth Support (TYS) consultation, a youth 'market research' event and VCS youth summit. Through these events and forums young people have told us what they wanted which has shaped the commissioning priorities and the content of the service specifications.

### 3.2 **2016-17**

Elected members have been keen to minimise delay whilst commissioning is underway for spend from 2017 onwards. Therefore £500k has already been invested in the following ways in 2016/17, as part of an integrated multi-agency approach to tackling youth crime, gang activity and violence:

- mentoring for targeted primary school children (externally commissioned 2016- end Dec 2018 with option to extend for further 3 years pending available funding)
- mentoring for targeted young people aged 11-17 years
- one-to-one intensive keyworking support for targeted 10-18 year olds
- youth counselling to young people aged 12-18 years old
- education, training and employment support for young people known to the Youth Offending Service (YOS)
- Integrated Gangs Team (IGT) workers to increase case work capacity as well as enhance communication, information sharing and analysis of the cohort (2016-2020)
- Specialist Intervention Pilot Project (SIPP) delivered within the council to implement and evaluate specialist interventions for young people at medium to high risk of being a victim or perpetrator of child sexual exploitation. This pilot will also develop direct work tools and provide consultation to build confidence and skills of the workforce (2 year pilot 2016-2018)

### 3.3 **Multi-agency workforce development – plans for spend in 2017**

The collaborative workshop identified that despite a good level of skills and expertise across the workforce, including the voluntary and community sector, there is a need to further develop the capacity of the multi-agency workforce in relation to working with vulnerable adolescents who are at risk of or already involved in gangs and violence

offending.

£30,000 per year has been identified from the £500,000 per year budget to meet the following objectives:

- Increase specialist knowledge and promote models of evidence based interventions and good practice in working with gang affected young people
- Increase knowledge of services working around youth violence and referral pathways
- Build relationships between services and practitioners to encourage multi-agency working and peer support
- Further develop our shared understanding of and measurement of risk in relation to gangs and youth violence among frontline practitioners,
- Share and promote good practice and evidence of what works within Islington and beyond to build the evidence base and showcase effective interventions

The project group are currently undertaking a more detailed needs analysis to identify: what exists already and who for; evidence of most effective and least effective methods of workforce development; and gaps.

The next step will then be to identify the most appropriate and affordable multi-agency workforce development opportunities that are realistic and sustainable, to further improve services and support to adolescents and families at risk.

### 3.4 **Procurement Strategy for keyworking and mentoring services to be commissioned in 2017**

This strategy relates to the £200k per year of the additional £500k per year funding which has been allocated for the procurement of new services to deliver mentoring and key-working support.

The procurement strategy was taken to Commissioning and Procurement Board on 29 September 2016.

#### **Nature of the services**

##### ***Key-working***

This will be provided to young people who are at risk of, already involved in, offending and youth violence and their families, to prevent crime and reduce reoffending, and will involve a persistent and intensive approach. Key-workers will maintain small caseloads and will provide tailored support based on each service user's strengths, needs and risks, with individual assessments, effective action plans and case management, and on-going wraparound support. Key-working will:

- Offer a consistent presence and regular contact
- Provide a strengths and resilience approach that recognises and utilises the skills and abilities of young people
- Enable young people to develop the skills they need to get ahead in life (such as communication skills, problem solving, ability to manage feelings)
- access education, training and employment opportunities, including council apprenticeships to give young people alternative and positive pathways away from criminal and street life
- Provide access to opportunities that enable young people to build a more positive stake in their community
- Address the issues that can influence a young person's likelihood to commit crime, including homelessness, education problems, health, and difficulties with resettlement or with parenting etc.
- Work with young people to build a stake in their education and future

- Utilise effective and evidence based interventions that have a track record in supporting positive behaviour change and reducing offending.

### ***Mentoring***

Mentoring will be offered to help young people to access and actively engage with support, as well as providing highly structured and positive activities which can open up new possibilities for young people, and help provide a bridge to education, training and employment.

Mentors will be recruited and screened, fully trained, and regularly supervised to provide a positive and safe mentoring relationship that is part of a coordinated package of support to young people at risk of youth violence.

Mentors will support young people to prepare for the world of work which may include activities such as completing CVs and application forms, and interview preparation. Mentors will provide positive role models who inspire and motivate young people to improve engagement in education, training and employment opportunities, such as apprenticeships.

#### 3.4.1 Estimated value

The maximum value of the contracts will be £1,800,000 over a nine (9) year period. Initial contract length is 3 years 2017-2020 with the option to extend for a further 3+3 years pending available funding. The total annual value of the two contracts is £200,000. This is broken down as £150,000 for key-working and £50,000 for mentoring.

We have benchmarked cost against similar services working in the borough.

#### 3.4.2 Timetable

The following key dates must be reached:

- Executive – December 2016
- Advert and tender documents published – January 2017
- Evaluation completed – April 2017
- Contract Award – May 2017
- Implementation period – May 2017 – June 2017
- Contract start date – July 2017

A panel of young people will be involved in devising and evaluating the presentation as part of the tender process.

#### 3.4.3 Options appraisal

The project group looked at the following options

- Joint procurement with neighbouring boroughs
- Providing the service in-house

Contact was made with Camden, Haringey and Hackney to see whether they would be interested in a joint procurement. However, although all boroughs are interested in developing services in this area, there has been no equivalent injection of additional funding so they are not in a position to procure a new service at this time.

Providing the service in-house would risk losing the knowledge and expertise that some voluntary and independent providers have in working with this high risk group of young people many of whom view local authority services with suspicion.

The preferred option is procurement through a restricted procedure. This will provide an opportunity to test the market for such a service from the range of organisations who

work in this area. A drawback is the time taken to undertake a restricted procedure process.

#### 3.4.4 Key Considerations

This service will work closely with young people who are at risk of becoming involved in gang activity, a perpetrator or victim of youth violence; or who would benefit from specialist interventions to enable them to leave gang activity and/or overcome trauma and risks associated with being victims of youth violence. This service, alongside the other work already underway, will all help contribute to reduce youth crime and the gravity of offences in Islington.

London Living Wage (LLW) has been considered and successful bidders will be contractually obliged to pay LLW or above should there be no cross border interest in the contract following the OJEU contract notice. However this contract is not expected to generate cross border interest.

The service will operate within a performance monitoring and quality assurance framework. The contract will be monitored against a range of targets and outcome measures. Review meetings will be held and attended by the provider and representatives from Islington Council and quality assurance checks will be carried out. This process allows for continuous improvement and service development.

An environmental impact assessment has been carried out which found no negative impacts.

TUPE may apply.

#### 3.4.5 Evaluation

This tender will be conducted in two stages, known as the Restricted Procedure as the tender is 'restricted' to a limited number of organisations. The first stage is Selection Criteria through a Pre-Qualification Questionnaire (PQQ) which establishes whether an organisation meets the financial requirements, is competent and capable and has the necessary resources to carry out the contract. The PQQ is backwards looking and explores how the organisation has performed to date, its financial standing, information about their history and experience.

A limited or 'restricted' number of these organisations meeting the PQQ requirements as specified in the advertisement are then invited to tender (ITT). The second stage, the ITT, is now forward-looking using Award Criteria. Tenders are evaluated on the basis of the tenderers' price and ability to deliver the contract works or services as set out in the evaluation criteria in order to determine the most economically advantageous offer.

Bids will be awarded on the basis of 70% quality and 30% cost.

<b>Tender award criteria</b>			<b>Total</b>
<b>Cost</b>			<b>30%</b>
<b>Quality – made up of</b>	<b>Method Statement</b>	<b>Presentation</b>	<b>70%</b>
Proposed approach to achieving positive outcomes	15%	15%	30%
Proposed approach to service delivery, including running of the business	15%		15%
Proposed approach to multi-agency working	5%		5%
Proposed approach to safeguarding	5%		5%

Proposed approach to capacity building	5%		5%
Proposed approach to equality and diversity	5%		5%
Proposed approach to contract implementation, transition and mobilisation	5%		5%
<b>Total</b>			<b>100%</b>

### 3.4.6 Business Risks

There are two main risks identified with this procurement.

Firstly, no one bids for this service. This is unlikely but the impact would be high. There is an established market of providers (both local and national) for services for young people in this field.

Secondly, young people could face a lack of continuity of service as there would need to be a transfer of a number of young people to this new service. This is likely and could have a high impact. To mitigate the impact, there will be a requirement for robust implementation and transition arrangements, with a mobilisation period to allow for case transfer. This will also ensure new referrals are taken by the existing service until transfer of caseload to avoid any break in service provision.

There will also be an expectation that the winning providers would actively identify opportunities to strengthen relationships with the voluntary sector and apply for funding to bring in additional capacity to the service.

The Employment Relations Act 1999 (Blacklist) Regulations 2010 explicitly prohibit the compilation, use, sale or supply of blacklists containing details of trade union members and their activities. Following a motion to full Council on 26 March 2013, all tenderers will be required to sign the Council's anti-blacklisting declaration. Where an organisation is unable to declare that they have never blacklisted, they will be required to evidence that they have 'self-cleansed'. The Council will not award a contract to organisations found guilty of blacklisting unless they have demonstrated 'self-cleansing' and taken adequate measures to remedy past actions and prevent re-occurrences.

3.4.7 The following relevant information is required to be specifically approved by the Executive in accordance with rule 2.6 of the Procurement Rules:

<b>Relevant information</b>	<b>Information/section in report</b>
1 Nature of the service	Mentoring and key-working services for young people at risk of involvement in youth violence  See paragraph 3.4
2 Estimated value	The estimated value per year is £200,000 for both mentoring and key-working (£150,000 for key-working, £50,000 for mentoring)  The agreement is proposed to run for a period of 3 years with two optional extension periods of 3 years each.  See paragraph 3.4.1

3 Timetable	See paragraph 3.4.2
4 Options appraisal for tender procedure including consideration of collaboration opportunities	Restricted procedure See paragraph 3.4.3
5 Consideration of: Social benefit clauses; London Living Wage; Best value; TUPE, pensions and other staffing implications	Considerations factored into evaluation criteria and contractual arrangements.  See paragraph 3.4.4
6 Evaluation criteria	Cost 30% - Quality 70%. The award criteria price/quality breakdown is described within the report.  See paragraph 3.4.5
7 Any business risks associated with entering the contract	Business risks will be managed through good communication and engagement with the provider.  See paragraph 3.4.6
8 Any other relevant financial, legal or other considerations.	See paragraph 4

## 4. Implications

### 4.1 Financial implications:

Funding proposals are within the current revenue budget allocation for Preventing Youth Violence - £500k per annum.

Contract extensions i.e. at three year intervals, are subject to reviewing the financial position at that time.

### 4.2 Legal Implications:

The council has various powers and duties under the Anti-social Behaviour, Crime and Policing Act 2104 to tackle anti-social behaviour within the borough. In discharging these functions the council has the power to provide mentoring and key-working support services under section 111 of the Local Government Act 1972. The Council has the power to enter into contracts with providers of mentoring and key-working support services under section 1 of the Local Government (Contracts) Act 1997. The procurement strategy for contracts with a value less than £2,000,000.00 may be approved by the Corporate Director for Children's Services. However, such approval may be sought from the Executive should the Corporate Director for Children's Services wish to do so.

The proposed contracts are contract for services that fall under the light touch regime for purposes of the Public Contracts Regulations (the Regulations). The threshold for application of the Regulations for light touch services is currently £589,148.00. The value of the proposed contract is above this threshold. It will therefore need to be advertised in the Official Journal of the European Union (OJEU). The council's Procurement Rules also require contracts over the value of £164,176.00 to be subject to competitive tender. The proposed procurement strategy, to advertise a call for competition and procure the service using a competitive tender process, would be in compliance with the Regulations and the council's Procurement Rules.

On completion of the procurement process the contracts may be awarded to the highest scoring tenderer subject to the tender providing value for money for the council. Approval for contract award may be provided by the Corporate Director for Children's Services in the form of a Key Decision.

**4.3 Environmental Implications:**

An Environmental Impact Assessment was carried out and no implications were identified

**4.4 Resident Impact Assessment:**

The council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The council must have due regard to the need to tackle prejudice and promote understanding."

A Resident Impact Assessment was completed on 30 June 2016 and it identified that these services will have a positive impact on young people.

## **5. Conclusion and reasons for recommendations**

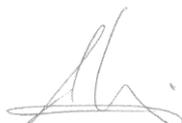
- 5.1 Reducing the number of young people affected by youth violence and youth offending remains a priority for Islington. The council is investing in early intervention to identify and respond to children and young people at risk of involvement in offending, gang activity and violent crime. It is also focusing investment on those already entrenched in offending and/or who may be victims of serious youth violence, to understand the mind set of our most vulnerable children and young people, and challenge and support them to change their attitudes and behaviour.

Mentoring and key-working services will work intensively with young people who are at risk of becoming involved in gang activity, either as a perpetrator or victim of youth violence; or who would benefit from specialist interventions to enable them to leave gang activity and/or overcome trauma and risks associated with being victims of youth violence. This service, alongside the other work already underway, will all help contribute to reduce youth crime and the gravity of offences in Islington.

**Appendices:** None

**Background papers:** None

**Signed by:**



Councillor Joe Caluori  
Executive Member for Children and Families

Date: 16 November 2016

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