

MUNICIPAL YEAR 2019/2020 REPORT NO.

ACTION TO BE TAKEN UNDER DELEGATED AUTHORITY

OPERATIONAL DECISION OF:

Director of Environment and
Operational Service - Place

REPORT OF:

Sue McDaid – Head of Regulatory
Services and Corporate Health & Safety

Agenda – Part 1

KD Num: 4920

**Subject: Award of a contract for a
management consultancy from the
framework, Bloom.**

Wards: All

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1. EXECUTIVE SUMMARY

- 1.1 As a result of increasing concerns about conditions in the private rented housing sector in the Borough, Cadence Innova Ltd (who are a Management Consultancy firm) were procured to conduct a review. Cadence Innova Ltd are specialists with demonstrable experience of reviews of the private rented sector and measures to address issues. Cadence were appointed following an Invitation to Quote on London-tenders Portal and a competitive tender process. They have successfully delivered this review to high quality, within timescale and to budget.
- 1.2 The review found that there are large scale improvements required in Enfield's private rented sector that cannot be tackled using existing measures alone. Therefore, the Council is currently considering whether to introduce selective and additional licensing schemes for the private rented housing sector to tackle the large-scale improvements needed. It is evident from the review that conditions in the private rented sector are poor and deteriorating and that action needs to be taken as a priority.
- 1.3 A comprehensive public consultation is required in deciding whether to introduce selective and additional licensing schemes. Following this Cabinet may be asked to approve introduction of the schemes, which will include a number of workstreams. A management consultancy is required to provide expertise, capacity and of the requisite quality to assist the Council deliver this in a timely manner.
- 1.4 In terms of procuring this consultancy, consideration was given to undertaking an OJEU tender process in accordance with the Public Contract Regulations 2015. However, this process would take up to 9 months. Alternatively, consideration was given to calling off from the Crown Commercial Service (CCS) framework (Management Consultancy Framework Two (MCF2). Further competition is required for procuring from this framework and the process may take up to 3-4 months. These timescales are too long to address the immediate appalling conditions of some properties within the private rented sector.

- 1.5 The Bloom Framework was also considered as the framework is compliant with OJEU and the Council's procurement rules. A random sample of market data of nine management consultancy organisations was undertaken to determine value for money. Cadence Innova Ltd was the least expensive. Awarding the contract to Cadence Innova Ltd from the Bloom framework will provide value for money but will also provide the assured quality needed within a short timeframe without loss of continuity.

2. RECOMMENDATIONS

- 2.1 To note that the information provided in this report demonstrates that an award from the Bloom framework to Cadence Innova Ltd demonstrates value for money both in financial and assured quality terms.
- 2.2 Approve the award of contract to Cadence Innova Ltd from the Bloom Framework to assist the Council to proceed with the public consultation, and associated work to complete 'phase 2' to get to a Cabinet report with recommendations on the introduction of private rented sector licencing schemes.

3. BACKGROUND

- 3.1 A review of the private rented sector in the borough was undertaken between January and April 2019. This was to review data about the sector with regard to housing conditions and other issues and whether properties were being properly managed (and the impact this is having on Council resources). Cadence Innova Ltd was procured to assist the Council with this review through the London-tenders Portal and a competitive tender process.
- 3.2 The review identified that the Borough has significant issues with poor housing conditions, deprivation and antisocial behaviour in the private rented sector. Although there was a high level of enforcement and other measures taken to try to address the issues, that this is not sufficient on its own to make the large-scale improvements that are needed to the private rented sector.
- 3.3 Cadence Innova Ltd are near completion of the review of data about the private rented sector in the borough. For the purposes of this report we have referred to the review as 'phase 1'.
- 3.4 It is evident from the findings of the review in phase1 that for the reasons specified in paragraph 3.2 that an additional licensing scheme and selective licensing scheme (to licence properties in the private rented sector) should be explored to help address the issues. Due to the extensive work and specialist expertise required, we need to engage a management consultancy to assist us with the preparation

and delivery of a public consultation. We have referred to this element as 'phase 2'. If, following the public consultation, Cabinet are asked to approve these licensing schemes, significant programmes of work are required to prepare for and implement the schemes. We have referred to this element as 'phase 3'.

- 3.5 At the outset of phase 1, the purpose was to review the evidence about the conditions in the borough's private rented sector, the extent of the issues and whether existing measures were sufficient or additional measures such as licensing were required to address any problems identified. Phase 1 was an analysis of the data and evidence. We did not know at that stage whether there would be a need to progress to phase 2 (or phase 3). The proposed licensing schemes are a key Council priority to improve the widespread poor housing conditions for our private renters. This is a major project with the potential to require licensing of over 34,000 properties involving many separate workstreams to design, prepare and implement. Additional capacity, skills and expertise from a management consultancy is required to ensure that this project can be successfully delivered in a timely way and to the required standard.

4. ALTERNATIVE OPTIONS CONSIDERED

- 4.1 We have considered the management resources internally to deliver a project of this size and complexity. While we consider that we have some of the expertise, we do not have the all the required skills and capacity to deliver this in a timely manner.
- 4.2 We considered undertaking a full OJEU tender process in accordance with the Public Contract Regulations 2015 to procure the management consultancy that is needed for this project. This process may take up to nine months to award the contract. It is evident from the phase 1 review that the conditions in the Borough's private rented sector are poor and deteriorating. This process is too long.
- 4.3 We considered using a Call off Crown Commercial Service (CCS) framework to procure the service needed (Management Consultancy Framework Two (MCF2)). This would require an initial two- week soft Market testing as there are 277 companies on the Framework to reduce it to a more manageable level. Further competition is the default route to market for buying from this framework. To carry out a mini tender would take a further to 3-4 months. We would also need to add a mobilisation period. This process is also not timely enough.
- 4.4 We therefore explored the Bloom Framework as it is OJEU and procurement rules compliant, and contracts for services can therefore be procured more quickly.

5. REASONS FOR RECOMMENDATIONS

- 5.1 Additional capacity, skills and specialist expertise from a management consultancy is required to ensure that this project can be successfully delivered in a timely way and to the required quality standard.
- 5.2 We explored the Bloom Framework due to the ability to procure in a shorter timescale. Cadence Innova Ltd are one company on that framework. Whilst there is the added benefit of already being mobilised and delivering the quality service required, we also needed to assess whether Cadence would present value for money in pure cost terms. Estimates have been provided by Cadence in consultation with us to provide confidence to decide the best value for money. We undertook a random sample of market data of the services we require (Appendix 1). The market data represents a mix of small, medium and large consultancy companies with experience in Local Government. The analysis found that Cadence Innova Ltd are the least expensive.
- 5.3 It is also essential that as part of the assessment that we have confidence in the quality and capability of a management consultancy to deliver this project. From our network knowledge across the housing sector we believe that Cadence have the specialist subject expertise and have successfully assisted other councils in the introduction of private rented sector licensing schemes. Cadence also provide an independent role to ensure the Council follows best practice and has the expertise in dealing with MHCLG.
- 5.4 Cadence have worked successfully and collaboratively with us in Phase 1, which has been delivered within time and within budget. The Cadence Team are currently mobilised with allocated resources and specialist knowledge and ready to deliver further work for us. They have a deep understanding of Enfield and of the work undertaken in phase 1.
- 5.5 It is essential that the Council acts expediently and to explore the proposed licensing schemes further as conditions in the private rented sector are significantly poor, wide-spread and deteriorating. The required timeframe for phase 2 is tight which means it needs to commence as soon as possible.

6.0 COMMENTS FROM OTHER DEPARTMENTS

6.1 Financial Implications

- 6.1.1 There are specific costs associated with administering and operating a licensing scheme which can be recovered through licence fees set by the Council and paid by the licence applicant. Recent case law from the European Services Directive has directed how councils should set their licence fees and recover their costs.
- 6.1.2 The relevant allowable costs that the council can recover from licence fees include the administration costs to operate the scheme; costs of

specialist licensing software; third party costs; and the cost of the consultation process. These costs will be recovered via the licence fee that is set should the scheme be implemented.

6.2 Legal Implications

- 6.2.1 Section 111 of the Local Government Act 1972 permits local authorities to do anything which is calculated to facilitate, or is conducive or incidental to, the discharge of their functions.
- 6.2.2 The Council has a general power of competence under section 1(1) of the Localism Act 2011 to do anything that individuals may do, provided it is not prohibited by legislation and subject to Public Law principles.
- 6.2.3 The recommendations in this report will enable the Council to facilitate its functions.
- 6.2.4 The Council must comply with all requirements of its Constitution, Contract Procedure Rules ("CPRs") and the Public Contracts Regulations 2015 ("Regulations").
- 6.2.5 The CPR Rule 4 permits the use of an approved, legally compliant Framework and the P & C Hub has apparently done due diligence on the Framework in question. No award over £10,000 can be made via a Framework without documented approval from the P & C Hub.
- 6.2.6 Any call off from a Framework must be carried out strictly in accordance with the call off provisions of the relevant framework and via the E-Tendering Portal.
- 6.2.7 The Council must ensure value for money in accordance with the overriding Best Value Principles under the Local Government Act 1999. Throughout the engagement of the commercial property consultants referred to in Part 2 of this Report, the Council must comply with its obligations of obtaining best value, under the Local Government Act 1999. The Council must keep a clear audit trail of its decision to use these Frameworks to demonstrate that best value has been, and will continue to be, obtained for the Council.
- 6.2.8 The Council has already called off the Bloom Framework by entering in to a Call Off Contract with Bloom, the Neutral Vendor, for specialist professional services. They are responsible for procuring the services and (under Clause 13.3.2 of the Call Off Contract) they shall use reasonable endeavours to procure that the specialist professional services provider complies with the terms of the Call Off Agreement and Works Order in delivering the services. Under the terms of the Call Off Agreement Bloom will now enter into a sub-contract with the specialist services provider by Works Order.

6.2.9 As there will be no privity of contract between the Council and the specialist professional services provider (Cadence), for additional security a Collateral Warranty should be provided to the Council by the specialist professional services provider. The terms of such Warranty must be approved in advance of contract commencement by Legal Services on behalf of the Director of Law and Governance.

6.3 Property Implications

There are no property implications.

6.4 Procurement Implications

6.4.1 Any procurement must be undertaken in accordance with the Councils Contract Procedure Rules (CPR's) and the Public Contracts Regulations (2015).

6.4.2 The award of the contract, including evidence of authority to award, promoting to the Councils Contract Register, and the uploading of executed contracts must be undertaken on the London Tenders Portal including future management of the contract.

6.4.3 All awarded projects must be promoted to Contracts Finder to comply with the Government's transparency requirements.

6.4.4 The use of the Bloom Neutral Vendor Framework is a compliant route to market. Not all frameworks represent value for money. However, given the market research undertaken; this research shows that the rates provided through the Bloom framework are market appropriate, and are cheaper than other framework providers.

6.4.5 By using another provider, there will be the cost of the procurement, plus if another provider was to be used the cost of 'on boarding' the new provider.

6.4.6 The P&C Hub met with the service to discuss all options and felt that after discussion that sufficient market testing had been undertaken to demonstrate Value for Money in this instance.

7.0 KEY RISKS

7.1 The most significant risk in not retaining a management consultancy, and Cadence Innova Ltd in particular, is the lack of additional capacity, skills and expertise in-house that is required to ensure that this project can be successfully delivered in a timely way and to the required quality standard. If not retained there will be a loss of continuity of work and understanding, further data analysis required and all of which will incur additional resources from across the Council and additional procurement costs.

- 7.2 Undertaking alternative procurement processes will take between 3-9 months. During this time internal resources will be taken away from completing the Phase Two preparation, so the required timescales would not be met.
- 7.3 Reputational risk if the proposed licensing scheme is delayed unduly whereupon we would need to source external management consultancy at the last-minute leading to a poor image of the Council and face uncontrollable costs to deliver the project.
- 7.4 If a new supplier were to be engaged there would be a requirement for a handover between Cadence and Enfield and then from Enfield to the new supplier putting additional pressures on the timeframe and internal resources. Any break in continuity could put the project at risk and if mitigated, result in time delays impacting on costs.

8.0 IMPACT ON COUNCIL PRIORITIES – CREATING A LIFETIME OF OPPORTUNITIES IN ENFIELD

8.1 Good homes in well-connected neighbourhoods

- 8.1.1 One of the Council's key promises in the corporate plan is *"Delivering initiatives to improve standards in the private rented sector and tackle rogue landlords."* The introduction of additional and selective licensing schemes is fundamental to the delivery of that promise and is the most important tool the Council will have to enable an improvement in the standard of privately rented homes and making Enfield a place that does not tolerate rogue landlords. Using the specialist management consultancy like Cadence Innova will help to ensure we deliver this scheme.

8.2 Sustain strong and healthy communities

- 8.2.1 The main objective of both licensing schemes is to improve the management and maintenance of properties in the private rented sector. Utilising Cadence Innova Ltd, who have worked successfully to deliver other schemes across the UK, will ensure we manage the process and deliver the right outcomes. This supports the council's corporate aim to *"Build measures into all our strategies and projects that will help improve public health and people's wellbeing."*

8.3 Build our local economy to create a thriving place

- 8.3.1 Cadence has built strong relationships and understanding of the culture, vision and requirements for the proposed licensing schemes in Enfield. This means there is a shared understanding across the teams of the project, its context and the objectives.

- 8.3.2 The relationships that Cadence (along with internal staff) have established with external stakeholders/partnering suppliers (including MHCLG) will be of great importance in the following project phases. Strong relationships with these suppliers are needed to ensure that 'value' and 'support' is provided to Enfield in a timely manner.

9.0 EQUALITIES IMPACT IMPLICATIONS

- 9.1 A predictive Equalities Impact Assessment has been considered for the implementation of the Licencing Schemes. All suppliers to the Council must adhere and support our initiatives. Cadence Innova Ltd have inputted on the assessment and will be involved if appointed in its review and completion of the actions required. It should be noted that the any contracts awarded should include a duty on the successful applicant to assist us with meeting our obligations under the Equalities Act 2010.

10.0 PERFORMANCE AND DATA IMPLICATIONS

- 10.1 A set of deliverables and workstreams will be agreed for both Phase 2 and Phase 3 with Cadence Innova Ltd (Appendix 2 & 3).
- 10.2 We have Data sharing agreement with Cadence Innova Ltd which is GDPR compliant. All data and information sources will be quality assured.

11.0 HEALTH AND SAFETY IMPLICATIONS

- 11.1 There are no specific health and safety implications for approval of this award.

12.0 HR IMPLICATIONS

- 12.1 There are no immediate human resources implications for approval of this award. Cadence Innova will be engaged under a service contract.

13.0 PUBLIC HEALTH IMPLICATIONS

- 13.1 There are no public health implications of a direct award from this framework.

Background Papers

Appendix 1 – Market Research on costs
Appendix 2 - Deliverables and Workstreams Phase 2
Appendix 3 - Deliverables and Workstreams Phase 3

Appendix 1: Comparable Market Data Analysis

- 1.1 In order to assist us in determining value for money, a random sample of management consultancy providers, the skills required and their day rate costs were obtained as below:

Company	Business Change Solution	Solution Development and Implementation	Service Management	Procurement Management	Client Interphase
Capgemini UK Plc	£1465	£945	£750	£945	£1465
People Source Consulting Project Solutions Ltd	£750	£850	£750	£750	£850
PA Consulting Services Ltd	£1400-£1995	£1400-£1995	£1400-£1995	£1400-£1995	£1400-£1995
KPMG	£1700	£1700	£1550	£1700	£2250
PWC	£1810	£1810	£1810	£1810	£1810
Cadence Innova	£800	£750	£875	£750	£750
P2 Consulting	£1100	£975	£975	£1100	£975
Accenture	£1330	£1155	£840	£1155	£1155
Caja Ltd	£1000	£1000	£1000	£1000	£1000

Main Source of Information: www.digitalmarketplace.service.gov.uk

- 1.2 Based on the work streams and deliverables required (appendix 2 and 3), it is estimated that the cost of 'Phase 2' is in the region of £156,000 and if we proceed to 'Phase 3' is in the region of £280,000.
- 1.3 Cadence Innova Ltd are the least expensive in terms of 'Value for Money'.

KEY MILESTONES	DELIVERABLES	MESOW SCORING (Priority assessment)	Comments	TIMESCALES
Third party procurement Workstreams Completed (may be allocated to Cadence?)	Public Consultation IT Design/Management and Implementation (Following Review of current IT systems)		Waiting for IT Architectural Board Decision	3rd June 2019-mid July 2019
Cadence procurement workstreams	HR and Resources Strategy and Implementation Target Operating Model and Operational readiness Consultancy and Project Management Communications and Public Affairs Marketing	New Workstreams for Enfield and hence Cadence can provide expertise based on multi borough May 2019 external response		1st May - 3rd June 2019
Forward Planning IT Workstream (Implementation)	Review Recommendations of the CI report completed Capacity and Capability Assessment of Internal IT Resources Corporate Decision if a new system is required Procurement of IT solution provider (if required)	It is expected that the next stage of the implementation then need to be initiated	1st May - 30th May 31st May - 30th May 3rd June 2019 - 1st July 2019 Sept 2019 - Depending on HMD GS Live	
Project Management	Project Planning/Deliverables/Milestones Programme Design QA of deliverables Risks/Issues/Mitigation (RAID) Exception Reporting Dependencies and Action Log Governance Meetings/Presentations/Stakeholder Meetings/Presentation Project management of 3rd party suppliers Preparation of Next Steps - Draft Implementation plan Sessions 14 & 15		Ongoing throughout project June 2019 - Jan 2020 PM will be allocated Assignment Lead responsibilities also)	
PMO	Operative Programme Assistance Programme Coordination Ensuring PM Standards and Quality is maintained across Project		Ongoing throughout project June 2019 - Jan 2020 (taking over a number of PM work items when PM needed for core work)	
Stakeholder Engagement and Communications	Stakeholder Mapping Oversight of the development and implementation of Communications Plan Oversight of Stakeholder Meetings run by Consultation 3rd Party Supplier Preparing and Implementing Stakeholder Meetings (NLA/RUA/Landlords) Oversight of Public Affairs Plan and Implementation Ongoing discussions with MHC/G TOTAL	(Include with assistance)	Ongoing throughout project June 2019 - Jan 2020	
Governance	Administration of Monthly Governance Board meetings Preparation for and attendance at Bi weekly meetings with key persons(s)		Ongoing throughout project June 2019 - Jan 2020	
Financial Cost Model Agreed	Confirmation of Fees Discounts/Exceptions Split Fee assessment Income and Operating Costs Staffing and Training Costs		1st - 30th May 2019 - 2 days part of live assessment 1st - 21st June	
Public Consultation Documents Signed off	Overnight of Consultation strategy and plan Overnight of Consultation process Interim Report/Planning and Review/Weekly Meetings Consultation Evidence Pack Licensing Conditions		1st June - 31st July 2019 3rd June - 20th July	

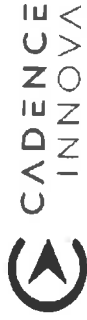
<p>Ward Summaries</p> <p>Case Studies</p> <p>Circulate to project stakeholders, make amendments and/or redraft</p> <p>Liability with QC over Consultation documentation/amend or redraft</p> <p>FACs</p> <p>Fees, discounts and exemptions (public funding view)</p> <p>Review and consider responses to consultation with production of report for publication,</p> <p>Cabinet Report and Submission document</p> <p>TOTAL</p>	<p>20th July - 30th August</p> <p>3rd June - 20th July</p> <p>3rd June - 20th July</p>	<p>20th July - 30th August</p> <p>3rd June - 20th July</p> <p>3rd June - 20th July</p>
<p>Equality Impact Analysis</p> <p>Draft Report</p> <p>QC QA/Incorporate Feedback and Redraft</p> <p>Process of Governance Board Circulation/Incorporate Feedback and re-draft</p> <p>Cabinet Report Governance and Scrutiny process</p> <p>Cabinet Report Sign Off and Submission</p> <p>TOTAL</p>	<p>Cabinet to audit</p>	<p>13th Dec - 20th Dec</p> <p>6th Jan - 10th Jan</p> <p>13th Jan - 20th Jan</p> <p>TBC</p>
<p>Preparation and Submission of Documentation to MHCTG</p> <p>Submission Preparation</p> <p>QC QA of draft/Incorporate Feedback and Redraft</p> <p>Review and Sign Off</p> <p>Submission of all documentation including Cabinet report</p>	<p>Submission</p>	<p>13th Dec - 20th Jan</p> <p>TBC Post Cabinet Report sign off</p>

Implementation Deliverables

Phase 3 Implementation (January 2020 - Go Live July 2020 - Sept 2020)

Version: 4

Date: 20/05/2019

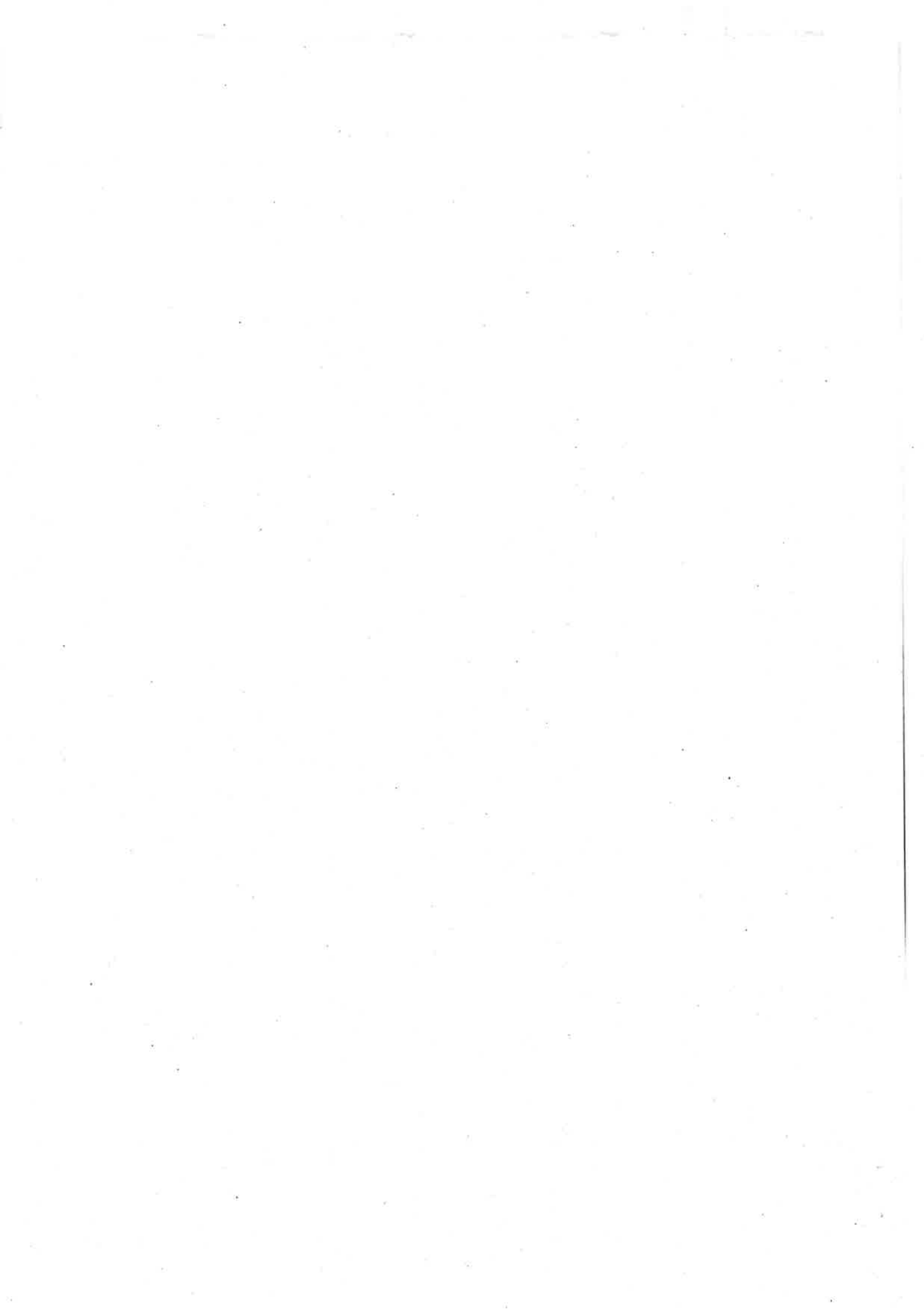


KEY MILESTONES	DELIVERABLES	EXTERNAL COSTS	ADDITIONAL NOTES
Review and Mobilisation of all Third Party procured workstreams	<ul style="list-style-type: none"> Review HR and Resources Strategy and Implementation Scope Review Target Operating Model and Operational Readiness Review of Communications Plan Other Partnering Workstreams 		
Project Management	<ul style="list-style-type: none"> Project Planning/Deliverables/Milestones Programme Design QA of deliverables Risks/Issues/Mitigation (RAID) Exception Reporting Dependencies and Action Log Governance Meetings Presentations/Stakeholder Meetings Presentation Project management of 3rd party suppliers Review and sign off - Draft Implementation plan Lessons Learnt 		
PMO	<ul style="list-style-type: none"> Operative Programme Assistance Programme Coordination Ensuring PM standards and quality is maintained across project 		This will include other areas of support in terms of BA support if needed
Stakeholder Engagement and Management	<ul style="list-style-type: none"> Ongoing Internal / external stakeholder Public Affairs Plan (Outsourced) Oversight of public affairs implementation Ongoing discussions with MHCLG Oversight of Stakeholder Meetings run by IT 3rd Party Supplier 		
Governance	<ul style="list-style-type: none"> Administration of monthly Governance Board meetings Preparation for and attendance at Bi weekly meetings with key person(s) 		
	<ul style="list-style-type: none"> Identify business requirements Formulate Demand model/Capacity Model Data Security and Protections Application Environment Set Up Soak or penetration testing Integration testing 	IT Design/Management and Implementation potentially will be an externally procured service on the basis of Enfield still currently reviewing the existing IT systems	

	<p>User experience mapping and optimisation</p> <p>Licence application development (big process - needs further breakdown)</p>	
Design/Management and Implementation of IT workflow	<p>User Acceptance Testing</p> <ol style="list-style-type: none"> 1. Roles and Responsibilities 2. Scope of Testing 3. Bug Tracking System (e.g. Sifter) 4. UAT Acceptance Criteria 5. Test Scripts <p>Application Readiness/Verification</p> <p>Production Communication</p> <p>Go Live</p> <p>Post Implementation</p> <ol style="list-style-type: none"> 1. Monitoring 2. User Guide/Technical Documentation 3. Post Implementation Review 4. Lessons Learnt 	
Target Operating Model and Operational Readiness	<p>Target operating model</p> <p>Change management/Mobilisation Plan</p> <p>Enlist Champions and Establish Weekly Goals</p> <p>Staffing/Recruitment Structure</p> <p>Communications Plan and Process</p> <p>Licence Application Processing and Payments process</p> <p>Referrals/Refusals/Appeals process</p> <p>Enquiries and Complaints procedures</p> <p>Compliance and Audit</p> <p>Customer Service Standards</p> <p>Customer Management/CRM</p> <p>Enforcement, compliance and Audit protocol</p> <p>Performance Framework (QA)</p> <p>Handover Pack and Documentation</p> <p>Training and Coaching</p> <p>Partnerships/Influenced relations</p> <p>Formulation and Implementation of all Operational Processes and procedures (Including method statements)</p>	
Design, Management and Implementation of Communications and Marketing workflow	<p>Strategic Marketing and Communications Plan</p> <p>Assess current internal resource capacity and capability</p> <p>Target Market Personas</p> <p>Review Budget</p> <p>Implement and Review Plan</p> <p>Review and revise FAQs</p>	
Design, Management and Implementation of HR and Training Workstreams	<p>Current Capacity and Competency Assessment</p> <p>Review Current Tools and Methods of Recruitment and Training</p> <p>HR Strategic Plan</p> <p>Review financial Implications of HR plan</p> <p>Formulate and Implement Recruitment Strategy (incl JDs, office space, IT)</p> <p>Internal Training Programme</p> <p>Partner Training Schemes (Universities, 3rd party companies)</p>	

Documentation of Next Steps Post Implementation

End of project (improvement) report (John Yard)
Post Go Live Review



MUNICIPAL YEAR 2019/2020 REPORT NO.

**MEETING TITLE AND DATE:
ACTION TO BE TAKEN UNDER
DELEGATED AUTHORITY**

**PORTFOLIO DECISION
OF:**

Cabinet Member for
Community Safety &
Cohesion

REPORT OF:

Executive Director of
People

Agenda – Part:	Item:
Subject: NEXUS – support programme for schools and young people	
Wards: All	
Key Decision No: KD4911	

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1. **EXECUTIVE SUMMARY**

Given the increase in youth crime, violence, and exploitation in Enfield the council has invested £1 million over two years into a range of interventions and diversionary activities to reduce violence and exploitation e.g. through support to schools to reduce exclusions and provide additional support and activities to young people as risk of criminal involvement. At the core of this offer is Nexus, a programme that will be led by the Secondary Behaviour Support Service and which with the Youth Development Unit will provide the overarching support programme for engaging schools and young people, as part of the Council's wider Early Help Offer.

The main aim is to connect with young people, parents, schools, the voluntary and community sector, faith groups, local businesses, professionals and the police, not only to make Enfield a safer borough to live in, but to empower our community to unite together and stay connected by forging positive relationships.

Although our intention is to see a reduction in criminal involvement it is difficult to measure what proportion of young people who are involved in the programme who would have become involved in criminal activities without this intervention. There is clear evidence that young people respond well to diversionary activities and that pupils who are in school are less likely to become involved in criminal activities.

2. **RECOMMENDATIONS**

To agree the establishment of the programmes within the report

3. BACKGROUND

Serious youth crime has been a concern in Enfield for over a decade and it is a problem that is increasing as is the criminal exploitation of young people e.g. through drug dealing. The prevention of crime, violence and exploitation involving young people and ensuring all young people have a chance to maximise their potential is thus a priority action in Enfield. This fits with Enfield's Safeguarding Adolescents from Exploitation (SAFE) strategy, which recognises that as well as taking a whole-family approach, we account for every context and environment that adolescents encounter beyond their family.

Ensuring the safety and wellbeing of young people and reducing their involvement/risk of involvement in crime is of critical importance. • Schools can put young people at an increased risk of experiencing violent crime when they exclude them either on a temporary or permanent basis. Due to these concerns £1million has been provided to help tackle this problem. This report sets out how the funding will be utilised and to support young people to make positive choices. It includes an overview of what will be provided and how this will be coordinated and managed. This is a far-reaching programme with a number of strands primarily delivered by the Secondary Behaviour Support Service (SBSS) and the Youth Development Unit.

The programme will link with the other crime reducing projects in operation across the council, especially the Supporting Families Against Serious Youth Violence (led by Director Childrens Services – involves 4 primary schools, will work with Y5&6 at a whole school level as well as individual family/ child intervention for at risk children) and Serious Youth Violence Data Project (led by Public Health). Enfield's Early Help Offer, which is being delivered under the auspices of the Family Resilience Strategy, is primarily focussed on early intervention being provided for parenting and developmental issues, particularly in the Early Years. This project will complement the programme by focussing on work with children and young people at higher levels of risk. There will also be opportunities to link with local FE colleges, including CoHENEL.

This is a preventative programme, our aim is to prevent young people becoming involved in crime, this is difficult to measure, however we know that young people who are excluded from school are more likely to engage in criminal activity and to become NEET/NK. Our success measures will focus on reducing exclusions and increasing youth participation in diversionary activities.

Aims of the Project

- To reduce the number of secondary school exclusions across Enfield by working closely with schools on preventative interventions. (58 PEx in 2017-18, most recent validated data)
- To reduce the number of Fixed Term exclusions (3100 FEx 2017-18)
- To prevent young people engaging in criminal activities including reduce offending and re-offending, particularly regarding violent and gang related crimes and criminal and sexual exploitation.
- To evaluate the impact of specific programmes on exclusions and youth crime

What the project will do:

- provide a holistic and sustainable approach to assist in the well-being of parents and children, working collaboratively with early help services
- recruit and train volunteers from the local community to act as mentors to work with young people in mainstream schools and alternative provision
- increase Outreach and Detached youth work in the borough to ensure harder to reach young people are engaged into positive activities.
- recruit a community liaison worker to work with the parents of the mentored children to promote positive relationships within the family.
- create a public forum for parents to foster positive parenting practices in the borough and ensure links with the wider LA parenting offer
- engage with faith groups, sharing information and working together
- provide effective targeted support and programmes for children most at risk of becoming involved in the criminal justice system
- quality assure all new external establishments that want to engage with our parents and young people under this banner. Making sure they have a full understanding of the vision of making Enfield a safer place
- link up with organisations that will visit schools and inspire our young people; to spread confidence back in our community
- share information between the local businesses, police, schools, the voluntary and community sector and the local authority for the safeguarding of our young people

Outreach and Detached Youth Work (YDU)

The Head of the Youth Development Unit will utilise the funding to recruit and deploy extra sessional youth workers in order to increase patrols in areas of concern to ensure harder to reach young people are engaged. By increasing the use of this successful model of engaging with the Young People on the streets and attracting them into the youth centres we will ensure that more young people become engaged in positive activities and are diverted from negative pursuits.

This will involve increasing the Youthwork Outreach patrols in Southgate, Edmonton, Enfield Town, Highway, Turkey Street and Enfield Lock areas and will see an increased offer at the Youth Centres. The Youth Centres have become increasingly busy and are struggling to cope with demand and additionally there have been calls from the Police and other agencies to open them more often and for longer periods. This extra funding will ensure that more young people can be supported in the centres and they can continue to provide a diversion for young people.

Specifically:

- Providing additional Open access youth club sessions at all youth centres.
- Ensuring that there is holiday provision at the Youth Centres in Half term and school holidays.
- Ensuring that there is a targeted, bespoke, support programme for those young people involved/at risk of youth crime
- Further developing the Youth Academy Award Programme to develop young leaders across Enfield

Nexus

This is the project name for the work that the Secondary Behaviour Support Service (SBSS) will be coordinating. This will include:

Mentoring

The project coordinator and the Head of SBSS will recruit and train volunteer mentors. These mentors will support learners in our schools to make positive choices. The intention is to work with local faith groups, the voluntary sector and community groups to identify opportunities to engage young people in youth activities and to recruit volunteer mentors from faith communities. With volunteers mentoring in our schools we aim to reduce permanent exclusions. Mentors will also be provided to pupils

who change school as part of the Managed move Process within the LA. This will support those young people to have a positive fresh start and to avoid permanent exclusion.

Community Liaison

A newly recruited community liaison worker will support schools and families on the edge of exclusion, this will supplement the work of the parent support advisors who currently support school behaviour panels. This worker will link families and community volunteers together and help facilitate parent forums. The community liaison worker will be the key contact for faith groups and will sign post families to faith and community groups. This post holder will also be key in signposting other Council and voluntary sector services. Parenting workshops will also be set up to provide a safe space for parents to access information, this will be pre-parenting course work but will signpost parents into more appropriate support as needed. This could include the wider parenting offer provided by Educational Psychology, Parent Support Service, Change & Challenge and other early help services.

CHiPs

We will work with ECYPS to reinvigorate the Community Help Point Scheme. ECYPS will recruit, vet and train local businesses, the council will publicise the scheme and ensure that schools share the information with their pupils.

Holler

The Holler programme has been set up by Justin Cochrane the England U15 football coach and we are pleased that this programme will be offered to all schools in Enfield without charge. This organisation will recruit and train volunteers who are successful in their field to work with schools providing inspirational talks to young people and helping to support their positive decision making.

Butterfly Programme

This girls project consists of a specialist twelve-week programme, covering subjects such as aspirations, self-esteem, cyber bullying, e-safety, body image, decision-making and healthy relationships as well as providing one to one coaching/mentoring for girls and young women with particular difficulties or those demonstrating risky behaviour.

The Butterfly Programme helps to build the self-esteem and confidence of girls and young women aged between 11 and 16 years of age, in addition

to raising aspirations and supporting them to become resilient and capable adults. The programme will target girls at the PRU and in other schools across the LA.

Boxing club

SBSS will be working in partnership with the Joe Morris Legacy to set up a community boxing club in Ponders End. This will be primarily for children from age 7, however adults will also be able to access the facility.

The main aim of the boxing club is to engage young people positively through the sporting discipline of boxing and to promote community cohesion.

There is a growing body of empirical evidence as to impact of boxing to disaffected young people, whilst the statistics highlight that it is predominantly males who are the perpetrators of gang and knife crime, we are acutely aware that there is risk of girls becoming embroiled in criminality; either in the gang culture or for sexual exploitation. Therefore, we will be developing female specific sessions. To ensure that our project has maximum impact we will be including a mentoring element to every session to ensure that young people have the opportunity to disclose any fears or concerns they have in their personal lives and provide direction and support to make future positive life choices. This will also ensure that mentor is able to spot any indicators and signs that the young person is on the cusp of the criminality and take steps accordingly to prevent this or escalate it to the authorities.

Wrapped around this will also be an education programme where professionals will be educating the young people on a range of topics and issues, they may face in their lives such as: drugs and alcohol awareness, sexual health, healthy diet and realistic elements such as how to deal with injuries/wounds should the situation arise. This programme will be supported by a member of staff from the SBSS and the Education Psychology Service. There will be an outreach programme to engage with schools and we intend this project to be a community resource. There will be links with YOU and local community groups.

Staff Development

Working with the schools and services we will increase the staff training and development opportunities to ensure that best practice is shared. Training will include:

- De-escalation techniques
- Attachment Friendly Schools
- Speech and Language training
- Whole school behaviour management

NEET Support

The programme will ensure that Careers advice and support is provided to the most vulnerable pupils, supporting their access to education and training. We will also explore best practice in identifying young people who stop attending school after year 11. It is our statutory responsibility to monitor NEETs and this programme will reengage services and schools with the group of young people who become NEET or Not Known.

Additional PRU Support – Early Intervention and Prevention

The PRU will develop a Turnaround Programme for schools to use as an early intervention programme to equip young people at risk of exclusion with better communication skills. This will support vulnerable young people to make better choices and to communicate better with adults in school. The programme will equip them with classroom survival skills. This is a 6-week programme that will be offered to schools across the LA. Pupils will receive support to reintegrate back into school.

Spending Plans – the additional funding will cover (Per Annum subject to review) (Staffing costs are estimated based on restructure)

Nexus Coordination	£55,000
Administration	£30,000
Full-time community Partnership Liaison worker	£35,000
Boxing Club Coach and overheads	£45,000
Vol. Mentoring & Training	£25,000
Volunteers expenses	£10,000
Upskilling teachers to reduce exclusions	£45,000
Resources & marketing	£10,000
Parenting Forums	£15,000
Inspirational Speakers and outside professional support	£15,000
Business & Community Safeguarding Project (CHiPs)	£34,500
Additional summer sports Activities	£5,500
Additional targeted support for PRU pupils	£30,000
NEET Support	£20,000
Youth workers	£125,000
Total	£500,000

Measuring Impact: The projects will be overseen by a project monitoring board involving key colleagues across the department. This board will be responsible for overseeing the impact and monitoring the work of the teams. The board will be chaired by the lead member, meet half termly and engage key stakeholders. The board will review the value for money of each of the initiatives.

Each of the elements of the project will have an access target and the young people will be tracked to see the longer-term impacts. The board will oversee the monitoring and evaluation of each element of the programme. Our intention is to work with young people who are at risk of exclusion but not yet involved with criminal activity. Our intention is to prevent these young people from being excluded or becoming known to the YOU.

Programme Element	Access Target (Min)	Success measure
Mentoring	170	<ul style="list-style-type: none"> Each secondary school has access to a volunteer mentor. Reduction in exclusion both in terms of permanents and fixed term. Reduction from 2017-18 validated data across the LA with a particular focus on high excluding schools.
Community Liaison, this targets families who attend Behaviour panels	40 families	<ul style="list-style-type: none"> Testimonies from families Attendance of YP in school Behaviour incidents to reduce in school Target pupils to remain in education
Holler	5000 students in 2yrs	<ul style="list-style-type: none"> Students access a range of role models and motivational speakers Holler speakers to visit 75% of schools over two years
Butterfly	36 girls	<ul style="list-style-type: none"> Students reintegrated back to mainstream if at PRU Other students feel safe in their community – Pupil Voice surveys
Summer sports activities		<ul style="list-style-type: none"> 16 young people per session
Boxing club	50 members of the club	<ul style="list-style-type: none"> 50 Members in first year 60% retention of original

	136 YP outreach	members in year 2 <ul style="list-style-type: none"> • Outreach programme delivered in 80% of schools • Sessions are at 80% capacity (25 per session)
Staff Training	100 key staff trained	<ul style="list-style-type: none"> • Evidence from school reviews shows training is impacting in the classroom • Reduction in behaviour incidents for key groups
NEET		<ul style="list-style-type: none"> • Reduction in post 16 not knowns from 8.2% in 2018
Detached Youth workers	800 young people to engage in positive activities	<ul style="list-style-type: none"> • 500 young people to engage in positive through our open access youth provisions each year • Detached and Outreach team to engage 250 young people each year and divert / sign post to desired services. • 50 young people to be recruited and trained as young leaders • 32 young people to receive mentoring intervention through targeted intervention - referral from Youth Offending Unit, Change and challenge and our open access youth provisions

4. ALTERNATIVE OPTIONS CONSIDERED

Various discussions have been held at various levels regarding options and the options set out in this report are consider the ones that will be the most effective and economic and best utilise this funding to increase community resilience

5. REASONS FOR RECOMMENDATIONS

The activities set out in this report augment current services in the most efficient, effective and economic way, increase community resilience and will link up existing services. Additionally, the programme as set out ensures that Enfield maintains oversight, quality assurance and performance management of the extra provision.

FROM OTHER DEPARTMENTS

5.1 Financial Implications

£0.5m per annum is allocated within the 2019/20 and 2020/21 budgets to fund an enhanced mentoring programme and data analytics to enable targeted early intervention for young people at risk of involvement in serious youth violence.

The exit strategy must be considered, e.g. creating the posts on a fixed term basis.

5.2 Legal Implications

5.3.1 Local authorities in England have wide powers and duties in the areas covered by this report.

5.2.2 In relation to general wellbeing and public health, a local authority is required to take 'such steps as it considers appropriate for improving the health of people in its area' under section 2B(1) of the National Health Service Act 2006.

5.2.3 In relation to the service proposed to support young people at risk of NEET, section 68(1) of the Education and Skills Act 2008 requires a local authority to make available to young persons 'such services as it considers appropriate to encourage, enable or assist the effective participation of those persons in education or training'. Statutory guidance has been issued on this duty – 'Participation of Young People in Education, Employment or Training' (September 2016).

5.2.4 A local authority also has the duty under Paragraph 4(1) of Schedule 2 of the Children Act 1989 to 'take reasonable steps, through the provision of services under Part III of this Act, to prevent children within their area suffering ill-treatment or neglect'.

5.2.5 Section 112(1) of the Local Government Act 1972 permits a local authority to appoint such officers as they think necessary for the proper discharge of their functions.

5.2.6 The proposals set out in this report fall within the legislation and guidance set out above.

5.3 Property Implications

None.

6. KEY RISKS

There is a significant risk is the funding is not directed to these programmes that exclusions will increase and that there will be more young people at risk of exploitation and criminal involvement.

The project uses a significant number of volunteer mentors in order to reduce safeguarding risks, all volunteers will have an enhanced DBS check and will receive training and support in relation to safeguarding and to develop their role as effective mentors. There will also be a programme of regular supervision in place to provide ongoing support

The programme board is intended to mitigate the risk of poor performance and will ensure that all work is monitored, and impact analyses is used effectively.

In order to reduce risk of redundancy to the council all posts associated with this will be on fixed term contracts.

7. IMPACT ON COUNCIL PRIORITIES – CREATING A LIFETIME OF OPPORTUNITIES IN ENFIELD

7.1 Good homes in well-connected neighbourhoods

7.2 Sustain strong and healthy communities

This programme will ensure that young people, most of whom are BAME and/or from deprived communities, who are involved in, or at risk of, involvement in crime as victims and/or perpetrators) and exploitation are supported to try and help them attain their maximum potential. Particularly it will ensure those at risk of exclusion have access to support to enable them to remain in school and be successful learners. Extra bespoke support will be provided for the most vulnerable pupils to ensure they are kept engaged with education and training.

A key aspect of this programme is to further develop community resilience. The programme aims to bring together a number of community partners and to quality assure provision going into schools. This will promote community cohesion and engage partners in addressing serious youth crime. The project will provide support to your people and positive community-based role models. This will help the community to address the problems of youth disengagement in their areas and to make a positive contribution.

7.3 Build our local economy to create a thriving place

8. EQUALITIES IMPACT IMPLICATIONS

An EQIA has been completed and there are no concerns raised. The programmes will work with vulnerable young people and we will monitor access and impact data based on protected characteristics.

9. PERFORMANCE AND DATA IMPLICATIONS

The board will monitor the impact of each project in terms of pupil engagement and exclusions. Our key data sources will come from a range of sources including attainment data, exclusions and participation data.

10. PUBLIC HEALTH IMPLICATIONS

Serious youth violence and exploitation are significant Public Health issues influencing the wellbeing of children and families directly involved as well as the wider community. By collaboration with local communities, schools, families and young people to reduce serious youth violence and exploitation this project is likely to have a positive impact on the well being of residents of Enfield as well as supporting young people to reach their potential. By addressing issues such as mental wellbeing, positive family functioning, employment opportunities, educational attainment, community capacity and reducing offending outcomes the project will also contribute towards addressing wider inequalities.

Background Papers