

Children and Young People's Services Select Committee

31 October 2018

Alterations to the Integrated Prevention and Earliest Help (IPEH) Service

Report by Executive Director Children, Adults, Families, Health & Education and Director of Children and Family Services

Summary

The Integrated Prevention and Earliest Help (IPEH) service was launched on 01 April 2017.

'Think Family' is an integral part of the IPEH service which has been part-funded by government grant under the national Troubled Families initiative (TFI), dating back to 2012. This income, which helps to pay for keyworker services to vulnerable families, is reducing in 2019/20 as the national scheme, which ends in March 2020, is wound down. IPEH must adapt to this first tranche of reductions in funding, which amounts to £560,000 in 2019/20.

The approach to managing the reduction is set out in this report. It is proposed that a more targeted family support service is developed, to support the most vulnerable and disadvantaged families in West Sussex. This report focuses on the immediate requirement to manage the reduction in central government grant in 2019/20 in order to ensure the 'Think Family' approach is retained in the year to come.

The Cabinet Member for Children and Young People will be asked to approve proposals to maintain the Services delivered using the national TFI grant in 2019/20, beginning with those set out in this report.

The focus for scrutiny

The Committee is asked to review and comment upon the approach to reshaping IPEH to manage the reduction in resources in 2019/20.

Proposal

1. Background and Context

- 1.1 The Integrated Prevention and Earliest Help (IPEH) service was launched in April 2017. The service brought together seven separate County Council services to form one cohesive team, focussed on the delivery of a quality safe and connected early help system for the 0-25 age group, with a strong

preventative agenda, and including integration with health services, and close working with schools and other key partners.

- 1.2 This Select Committee reviewed IPEH's progress in June 2018 and found that the service was effective in preventing the needs of children and families from escalating. This was evidenced by a range of improving performance measures, and supported by positive views from staff, service users and partners, and national evaluation evidence. The evidence relating to the impact of Think Family is summarised and attached to this report at Appendix 1.

2. Proposal

- 2.1 In response to the general financial constraints and demand pressures, the County Council is considering all options to ensure services are as effective as they can be, and to test whether they can be achieved with reduced expenditure. This report explains the immediate need to consider how a Think Family service may operate when the grant for it is reduced by £560,000 in 2019/20. Further information about the grant and the reasons for its loss are set out at Appendix 2.
- 2.2 It is proposed that the reduction will be absorbed by making changes and efficiencies across the IPEH service and will ensure 'Think Family' continues in 2019/20. It is proposed that the budget reductions are delivered from both pay and non-pay budgets. Specifically by:
 - Service reconfiguration across IPEH;
 - Changing the way some services are delivered;
 - Reducing what is spent on purchasing goods and services.

Service reconfiguration

- 2.3 There are opportunities to alter the way staff are deployed and services organised to make more flexible use of the workforce. This can be done by using a number of the 35 current vacancies in IPEH. Rather than recruit to all of these roles, some existing staff will be temporarily reassigned to deliver priority tasks and will therefore be asked to operate in a more flexible and integrated way. This arrangement of holding some posts vacant will remain in place until the end of the 2018/19 financial year, during which time further work on the shape of the IPEH offer will have been completed. This approach will enable delivery of the savings required by 01 April 2019 and will provide a platform for managing the future resilience of the service in dealing with financial constraints and further service pressures. This will result in various changes, to include removal of vacant posts to the value required. We will still need to retain and seek to fill other vacancies to maintain service levels, but all posts will be included in the further overview of how the service can most effectively be configured.

Changes to service delivery

- 2.4 It is proposed to focus on changes to services that will have an impact on discrete areas of delivery, meaning that the operating model and principles of

the IPEH service co-designed in 2016 are maintained. The services that are proposed to be included are those which are universal rather than specialist, and those which can be delivered by another partner.

2.5 Specifically the service changes proposed are:

- **Operating authority function for the Duke of Edinburgh's Award Scheme**

The proposal is to relinquish the County Council's licence to deliver the administration of this scheme. In 2018, 2,723 young people have started an award, 1,318 achieved an award. There are currently 3,360 active participants and 64 operational award centres in the County. The plan to relinquish the licence will not impact on these young people or their opportunities to continue with their award. The proposal is to identify how these support functions could be delivered in the future. In some other areas of the country that do not have a County Council administering the scheme, the tasks that include the coordination, administration and QA functions have been passed on to the Regional Duke of Edinburgh team and/or the centres that are already delivering the programme.

- **Administration & delivery of National Citizen Service (NCS) in Chichester and Arun**

Having delivered the scheme for the past three years and subsidised it with WSCC revenue streams, the proposal is to pass this to another provider. 346 young people participated in the County Council NCS in 2018 and next year the target for attaching young people is 450. Initial discussions with the regional contract provider 'Advanced Personal Management' (APM) indicate that they are prepared to assume delivery with effect from January 2019.

- **Mobile Offer - Purple Bus** (Chichester and Horsham)

The Purple Bus is owned by a Voluntary Sector Trust and operates in rural areas during term time. The Bus goes out approximately two/three evenings per week to rural areas. The Trust owns the vehicle and WSCC provide workers to both drive and staff the bus which when stationary is visited by young people with a variety of issues. Most of the young people that visit the bus do so multiple times, last year circa 100 young people received a service, each attending 11 times. The intention at this time would be to not provide workers from the County Council to staff the Bus, instead to work with the Trust to find resources to replace this support.

TUPE may arise as a result of these changes to how some services will be delivered in future and this will be explored as this review is progressed.

3. Resources

3.1 The gross IPEH budget is made up of a range of funding streams, as shown in the table below. It includes external grants as well as specific ring-fenced resources for the delivery of commissioned services such as Youth Emotional Support ('YES') and performance-related payments for the delivery of the national Troubled Families Initiative. The £560,000 represents 3.8% of the net IPEH budget.

<u>IPEH budget breakdown</u> <u>2018/19</u>		
	£000's	%
Hubs	6,823	46%
Central costs	1,962	13%
Care Leavers	1,759	12%
Intentionally Homeless	1,563	11%
Domestic Abuse	923	6%
Supervised Contact	781	5%
Think Family	625	4%
Young Carers	167	1%
Youth Intervention Programmes	86	1%
Projects	34	0%
	14,723	

- 3.2 In assessing risks associated with reshaping IPEH, officers have been mindful of ensuring these external revenue funding streams remain intact and claimable. The £560,000 saving will be drawn from several budget lines including pay and non-pay, to reflect the changes described in this report.

	Budget Saving
Service reconfiguration	£296,000
NCS	£78,000
Purple Bus	£37,000
Duke of Edinburgh	£54,000
Reduction of Non Pay Budget	£95,000
TOTAL	£560,000

- 3.3 Currently 6 permanent members of staff are employed by the County Council to deliver the administration of the Duke of Edinburgh scheme, NCS and the Purple Bus. The transfer of employees to new providers under the Transfer of Undertakings (Protection of Employment) Regulations (TUPE) will be explored in relation to the Duke of Edinburgh Scheme and National Citizen Service. If TUPE does not arise, and therefore staff do not transfer to a new provider, it is intended to actively seek to redeploy them into the vacancies that IPEH and other County Council services have. This mitigates the risk of any redundancies emerging from this process.

Factors taken into account

4. Issues for consideration by the Select Committee

- 4.1 The Committee is asked to review the approach taken to deliver savings across the IPEH service, and to comment on the specific proposals for doing so.

5. Consultation

- 5.1 The Cabinet Member for Children and Families has been briefed about these proposals.
- 5.2 Regular bulletins to staff have been issued about the need to find savings to replace the TFI grant. The proposals have been worked on by the IPEH Wider Integrated Leadership Team and at Hub meetings. In order to prepare staff for the Select Committee process, individual and team conversations have been undertaken. Unison will be engaged in discussions about this proposal.
- 5.3 The changes that affect staff will be the subject of further discussions with them and trade unions over the next few months.
- 5.4 Outline consultation with partners occurred at the IPEH Partnership Board on 15 October 2018. At this meeting stakeholders requested a further opportunity to engage in a conversation about proposals prior to the Cabinet Member decision.

6. Risk Management Implications

- 6.1 The IPEH service is multi-functional in character, and capable of being scaled down in the manner proposed. The effectiveness of the IPEH delivery model through hubs is altered, but not significantly compromised by these proposals. The main predicted risks are:

Risk	Arrangements for the continuity of the services subject to change are not established.
Risk level	Low
Mitigation	<ul style="list-style-type: none">• Work has already started with some of the services to gauge the market's appetite to carry out these functions, and therefore it is unlikely that an alternative provider will not be found.• Arrangements for the delivery of Duke of Edinburgh in areas without support from a County Council have been reviewed. It is clear that alternative delivery models are in place.• The process of exploring the transitioning of some of the services has started early, providing maximum opportunity to obtain an alternative provider before April 2019.

Risk	TUPE does not arise, meaning that the County Council staff associated with these schemes do not transfer to the new provider.
Risk level	Low
Mitigation	<ul style="list-style-type: none"> • The process for transitioning these services has begun in good time, meaning that negotiations with providers and the interpretation of TUPE regulations can take place early. • If TUPE does not arise it is intended that we will seek to redeploy staff into vacancies, so reducing the risk of redundancies.

Risk	Services may be disrupted as they transition to the new arrangements leading to a gap/reduction for young people and a consequential impact on the County Council's reputation.
Risk level	Low
Mitigation	<ul style="list-style-type: none"> • See mitigations listed above. • Well established relationships at senior management level will remain in place during this period of time. • A project plan to guide the work will be drafted and will be overseen by IPEH SMT. • WSCC can be flexible in determining the handover dates, ensuring that if a provider needs more time then this can be negotiated.

Risk	Staff may not be reassigned to cover tasks in IPEH in a flexible manner.
Risk level	Low
Mitigation	<ul style="list-style-type: none"> • Initial conversations with staff have indicated that staff are willing to work more flexibly for a defined period of time. • Discussions have already taken place with Unison in relation to temporarily re-assigning staff. • Reasonable adjustments will be pursued in order to facilitate the reassignment.

7. Other Options Considered

- 7.1 There is considered to be no other choice than to prudently anticipate the reduction of government grant in 2019/20. The universal services described in paragraph 2.5 could be maintained and savings drawn from a more extensive reconfiguration of the service. This would however take much longer to plan and implement and it is felt that there are reasonable

alternatives to reduce the loss of County Council provision in these instances. In so doing, consideration has been given to protect front-line service delivery particularly in targeted areas to continue to address the needs of the most vulnerable families.

8. Equality Duty

- 8.1 The provision of IPEH services is based on need, as determined through formal assessment protocols. This need is not explicitly related to formally protected characteristics, but any such characteristic is and will continue to be respected in full compliance with equality principles, and taken into account in the way in which the service is delivered.
- 8.2 The majority of service need is known to exist within disadvantaged groups, i.e. vulnerable families with a range of often inter-connected problems including unemployment, low financial capability, mental and physical health, parenting and attachment issues, readiness for school, children in need, educational under-achievement, young people at risk of being NEET, families affected by domestic violence and criminality. Under this proposal, it is intended that those families and children worked with under these criteria will continue to receive a service, although it will be more targeted toward the highest-need families.

9. Social Value

- 9.1 IPEH services are a mixture of progressive universal and targeted statutory intervention. The service recognises the prime importance of strong family relationships, good parenthood and the nurture of children to fulfil their potential. At this point in time it has been possible to retain the IPEH mission, identity and culture, and continue to strive to deliver excellent outcomes for children and families in West Sussex. Building family resilience and social capital contributes towards stronger and effective communities. Developing skills and capacity in communities together with volunteering support are intrinsic to the delivery of local services from the Hubs, in accordance with the IPEH service model. The universal services proposed to no longer be delivered by the Council will in the main, be replaced through other providers.

10. Crime and Disorder Implications

- 10.1 There are implications for Sections 17, 37 and 39 of the Crime and Disorder Act in the prevention and reduction of crime and anti-social behaviour, and in reducing offending and re-offending by young people. IPEH will continue to deliver interventions likely to prevent and reduce offending, although these will be limited to those with higher levels of needs going forward. It should be noted however that the Youth Offending Service (previously an IPEH service) is now managed within the High Risk Adolescents service in Children & Family Services.

11. Human Rights Implications

- 11.1 The County Council is mindful of Article 8 of the European Convention on Human Rights – The Right to Respect for Family and Private Life - and has taken relevant factors into consideration in preparing this report. In those cases where personal information about individuals or families is shared without subject consent, this is fully justified by existing legislation, and for the purpose of discharging the Council's and its partners' legitimate Social Care responsibilities.
- 11.2 The County Council is also mindful of Article 12 of the United Nations Convention on the Rights of the Child - which states that all children have the right to be consulted and to have their opinion heard on any decision that affects them. The Voice of the Child (and Family) is a key design principle embodied in the philosophy and operating principles of IPEH and its constituent services.

Kim Curry
Executive Director
Children, Adults, Families,
Health & Education

Annie MacIver
Director of Children &
Family Services

Contact: Hayley Connor - 03302 223792

Appendices

- 1) Evaluation Evidence for Effectiveness of Troubled Families (Think Family)
- 2) The National Troubled Families Programme: Background to the Loss of Funding in 2019/20