

Mr Marshall, Cabinet Member for Children and Young People	Ref No: CYP05 (18/19)
December 2018	Key Decision: Yes
Alterations to the Integrated Prevention and Earliest Help (IPEH) Service	Part I
Report by Executive Director Children, Adults, Families, Health and Education	Electoral Divisions: All
<p>Summary</p> <p>'Think Family' is an integral part of the IPEH service and 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 funding reduction, which amounts to £560,000 in 2019/20.</p> <p>To manage this reduction it is proposed that a more targeted family support service is developed, to continue 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.</p>	
<p>West Sussex Plan: Policy Impact and Context</p> <p>The IPEH service is principally addressed to the strategic objective of giving children and young people the best start in life, and in particular delivering targeted support to vulnerable children and families with multiple and complex needs. These proposals will not reduce IPEH's capacity to support targeted service users, and the reductions, together with some internal efficiencies, are to be effected by the transfer of universal services to other providers, with low risk of adverse impact upon the customer.</p>	
<p>Financial Impact</p> <p>This decision will reduce the IPEH budget in 2019/20 by £560,000, as set out in further detail in Section 4 of this report.</p>	
<p>Recommendation</p> <p>The Cabinet Member for Children and Young People is asked to approve the proposed alterations, as set out in Section 2, to maintain the Services delivered using the national TFI grant in 2019/20.</p>	

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 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. This included integration with health services, and closer working with schools and other partners.
- 1.2. IPEH delivers an integrated universal and targeted support service, especially to vulnerable children and families with multiple, complex needs. Targeted earliest help interventions assist families to remain together and achieve stability, ensuring the safety and nurture of children, and avoiding any escalation of symptoms that might then require statutory Children's Social Care intervention. The service works in an integrated way with a wide range of partner agencies, especially Health and Schools.
- 1.3. The Children and Young People's Services Select Committee (CYPSSC) reviewed IPEH's progress in June 2018. Members noted the achievements of IPEH as evidenced by a range of improving performance measures, and supported by positive views from staff, service users and partners, and national evaluation evidence.

2. Proposal Details

- 2.1 The County Council must consider all options to ensure services are as effective as they can be in a reduced envelope of expenditure. This report explains the immediate need to consider how a 'Think Family' service will operate when the grant for it is reduced by £560,000 in 2019/20. Further information about the grant and the reasons for its change are set out in the Appendix 1.
- 2.2 It is proposed that the reduction will be absorbed by making changes and efficiencies across the IPEH service and this 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; and
 - 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 vacancies that currently exist 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.
- 2.4 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 will result in various changes, to include removal of vacant posts to the value required. 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.

- 2.5 It will still be necessary 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

- 2.6 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 when it was 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.

- 2.7 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 the current way. 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/change the licence should 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 by other stakeholders. 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 Quality Assurance functions have been passed on to the Regional Duke of Edinburgh team and/or the centres that are already delivering the programme.

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

Having delivered the scheme for the past three years and subsidised it with County Council 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 to deliver services for young people. The Trust owns the vehicle and the County Council provides 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 cease provision of workers from the County Council to staff the Bus, and instead work with the Trust to find resources to replace this support at no cost to the County Council.

- 2.8 The transfer of employees to new providers under the Transfer of Undertakings (Protection of Employment) Regulations (TUPE) may arise as a result of these changes to how some services will be delivered in future; further detail about this is included in paragraph 4.4.

FACTORS TAKEN INTO ACCOUNT

3. Consultation

- 3.1 The Children and Young People's Services Select Committee previewed this decision at its meeting on 31 October 2018, with the Cabinet Member in attendance. Although the Committee recognised concerns about further potential budget reductions in the future, it supported the current proposals, and made recommendations to the Cabinet Member, which are summarised below:

1. That the Cabinet Member make fresh representations to the relevant Government Minister, to strongly request the continuation of the Troubled Families Initiative (TFI).

Response: *Agreed, and in line with a County Council resolution and previous actions.*

2. That the full implications across services of the proposals are fully understood, and accommodated in their implementation.

Response: *Officers are satisfied that all implications have been understood, and all associated risks managed; Risk in relation to impact on children and young people has been assessed as low.*

3. That further contact is made with key local stakeholders and partners, to stress the importance of their collaborative working with IPEH, to keep the Earliest Help offer strong.

Response: *Close contact is being maintained with all partners and stakeholders to reinforce these points, and to emphasise that Early Help 'is everyone's business'. There are a number of examples of how partnership working has led to better outcomes for families and communities, and these will continue to be shared with organisations across the County.*

4. That provision is made for the three affected services in paragraph 2.7, to ensure that there is strong continuity through to post-IPEH delivery, and that no children are disadvantaged or discouraged from participation.

Response: *Agreed – continuity is being built into the transition arrangements. A risks and issues log has been created and was considered by the Select Committee. Risks to the young people's participation in the services are described as 'low'.*

The Select Committee also requested that it have the earliest opportunity to consider any further reductions that may be required, resulting from any possible future reductions in funding.

- 3.2 Regular updates 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 to ensure operational viability. Individual and team conversations have been undertaken, in order to ensure staff were aware of the proposals that would be considered by the Select Committee, and understood the scrutiny process. Staff have the opportunity to discuss any concerns with a manager as part of continuing support. Unison have been engaged in discussions about this proposal.
- 3.3 The changes that affect staff will be the subject of further discussions with them and with trade unions over the next few months as this decision is implemented.
- 3.4 Outline consultation with partners occurred at the IPEH Partnership Board on 15 October 2018. At this meeting partners requested a further opportunity to engage in a conversation about the impact of savings proposals as the decision process unfolded.

4. Financial and Resource Implications

- 4.1 The gross IPEH revenue budget is made up of a range of funding streams. 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 net budget is currently £14.7m as shown below and the £560,000 represents 3.8% of the net IPEH budget.

<u>IPEH net 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	

- 4.2 In assessing risks associated with reshaping IPEH, this proposal has sought to ensure that 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, as set out in the table below, 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

4.3 The Revenue effect of this proposal is as follows:

	Current Year 2018/19 £m	Year 2 2019/20 £m	Year 3 2020/21 £m	Year 4 2021/22 £m
Revenue budget	14.723	14.723	14.163	14.163
Change from Proposal	0	-0.560	0	0
Remaining budget	14.723	14.163	14.163	14.163

4.4 Currently 6 permanent members of staff are employed by the County Council to deliver the administration of the Duke of Edinburgh scheme, National Citizen Service 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 NCS. 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.

5. Legal Implications

This proposal can be delivered within the existing framework of contracts governing the services described in paragraph 2.7. The TUPE Regulations may apply, as explained in paragraphs 2.8 and 4.4 above.

6. Risk Assessment Implications and Mitigations

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 and their mitigations are:

Risk 1	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 other areas without support from a County Council have been reviewed. It is clear that alternative delivery models are in place. • A range of options for the delivery of the Duke of Edinburgh scheme and the County Council's role in it going forward will be considered. • 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 2	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 the County Council will seek to redeploy staff into vacancies, so reducing the risk of redundancies.

Risk 3	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 under Risk 1. • 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 the IPEH Service Management Team. • The County Council can be flexible in determining the handover dates, ensuring that if a provider needs

	more time than this can be negotiated.
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Risk 4	Staff may not be reassigned to cover tasks in IPEH in the flexible manner proposed.
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 2.7 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. The Select Committee accepted and endorsed this position at the meeting on 31 October 2018.

8. Equality and Human Rights Assessment

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. This includes 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.

8.3 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.

9. Social Value and Sustainability Assessment

9.1 Not applicable

10. Crime and Disorder Reduction Assessment

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.

Contact Officer: Hayley Connor, Head of IPEH; 03302 223792

Appendix 1: Background to the Loss of Funding for the Troubled Families Initiative

The National Troubled Families Initiative: Background to the Loss of Funding in 2019/20 (£560,000)

1. The national Troubled Families Initiative (TFI) has been in existence since 2012, supporting local authorities to work intensively with vulnerable families across a range of circumstances. In West Sussex the aims of the national initiative have been strongly endorsed through the local programme known as Think Family, led by the IPEH service.
2. In all respects, West Sussex has been notably successful in delivering the TFI programme. In the period 2012-2020, when the programme closes, it is expected that a total of over 5,000 families will have made significant and sustained progress against strict national criteria. The impact of the programme is subject to a national evaluation. Locally it is clear that Think Family interventions do make a significant positive difference to maintaining family stability, and reduce demand and expenditure in higher cost services, including Children's Social Care. National programme evaluation has endorsed these findings.
3. In spite of the success of Think Family in West Sussex however, there remains further unmet need for Early Help services. As a result, although government funding for Troubled Families is being withdrawn from April 2020, this County Council, in common with many other public sector organisations, has been lobbying government regarding the desirability of a successor scheme that continues the momentum of Troubled Families, and addresses the need. The Select Committee on 31 October 2018 requested that a further representation be made to central government. No decision on this has yet been forthcoming from government.
4. This savings proposal is therefore based on the known reduction in government grant for 2019/20 of £560,000. It is due to the tailing-off of the element of grant that is paid when a family with qualifying characteristics is 'attached' to the programme, to be worked with. West Sussex was given a quota of 3,940 families to be worked with over the five years to March 2020, and according to the scheme protocols, only 5% of these families can be attached in the final year: this reflects the time necessary to achieve and evidence success with a family, and also the government's expectations of a consistent throughput of families during the life of the programme. The issue is therefore one of the phasing of grant: the entire grant available in each year of the programme to date has been secured, and through helping the maximum number of families, we expect also to maximise income to its closure.