

From: Matt Dunkley, Corporate Director of Children, Young People and Education

To: Sue Chandler, Cabinet Member for Integrated Children's Services

Decision No: 20/00017

Subject: Early Help Recommissioning

Classification: Unrestricted

Future Pathway of Paper: Cabinet Member Decision

Electoral Division: All

Summary:

This report outlines proposals to reconfigure the suite of currently commissioned Early Help and Preventative Services. The report outlines proposed changes to some existing contracts, where these changes occur, they will take effect from 30th September 2020.

The report outlines the intention and approach for the commissioning of a new service to support SEND parenting, these changes are at market engagement phase.

All of the proposed changes will in turn ensure improved alignment across each of the commissioned service areas with the Integrated Children's Service delivery model, including the increased funding for young carers and improved services for SEND.

Recommendation:

The Corporate Director for Children's, Young People and Education recommends the Cabinet Member Integrated Children's Services approves the proposal to:

- i. To bring the Family Support Service in-house and align this to the existing Early Help Unit provision.
- ii. Redevelop the NEETs contract into a Service Level Agreement and, utilising Teckal regulations, pass this to The Education People.
- iii. To re-procure the Young Carers Service to account for unmet need, as identified following the SEND inspection, with an additional re-provision of £100k (new total £425,484) from the existing commissioning budget, to increase support for young carers. The Young Carers services will be recommissioned under new a new specification with the tender process to commence in the autumn of 2020.
- iv. Delegate decisions about the establishment of the new services to the Corporate Director for Children, Young People and Education, or other Officer as instructed by the Corporate Director for Children, Young People and Education, in consultation with the Cabinet Member

1. Introduction

1.1. The current suite of Early Help and Preventative commissioned Services are broken down into five main areas of contracted provision:

- i. Services to Young Carers

- ii. Services to support young people who are Not in Employment, Education or Training (NEET)
- iii. Family Support
- iv. Children Centres (out of scope for this paper)
- v. Universal Youth provision (out of scope of this paper)

See Appendix 1 for detail as to how these services sits across wider KCC provision.

1.2. This paper relates only to those contracts which are due to end on the 30th September 2020: Young Carers, delivered on a countywide contract by Imago; NEET, delivered on a county wide contract by CXK; and Family Support delivered as geographical lots by Salus for the North and West and Porchlight for the South and East.

1.3. Current spend per annum on these contracts is detailed in Figure 1, below.
Figure 1

Contract Name	Provider	Costings
A. Young Carers	Imago	£325,484.88
B. NEET	CXK Ltd	£498,410.40
C. Family Support	Porchlight	£1,240,000.00
	Project Salus	£860,400.00
	Family Support Total	£2,100,400.00
Total current Spend		£2,924,295.28
Total revised projected spend		£1,924,295.28

1.4. KCC commissioned the current suite of Early Help and Preventative Services (EHPS) services in November 2016. At the time, EHPS were in their infancy and services were commissioned to complement and support the development of the wider internal Early Help offer.

- Family Support: A direct replication of the provision given by the Early Help Units, commissioned to develop capacity for intensive family support below the threshold of statutory social work intervention.
- NEET Service: Commissioned to work with young people who have been NEET in excess of 6 weeks or who have experienced multiple periods of NEET. This contract was further developed to include those young people who are entrants in the Youth Justice System and those young people who are home educated and have a higher risk of becoming NEET post GCSE.
- Young Carers service: A two-part service which is in place to support young people and their families where young people undertake a caring responsibility within their family unit and also raise awareness, educate and train front line workers in recognising and supporting young carers.

1.5. Following a Key Decision in 2017, the Council integrated children's services by bringing Children's Social Work Services (CSWS) and EHPS together into a single,

joined up service. The Integrated Children's Service (ICS) provides a coordinated offer to children, young people and their families across all levels of need.

- 1.6. The changes to the service as a result of the formal integration include but are not limited to:
 - Implementation of a single Front Door for all referrals, which came into effect in October 2018.
 - Implementation of a joined-up case management IT system for CSWS and EHPS.
 - Removal of tier 2 casework away from Early Help Units.
 - The alignment of Early Help Units and CSW Teams management structures
 - Development of a bespoke Integrated Adolescent Service
 - Integration of the Disabled Children Service into CYPE
 - Development of the Written Statement of Action in response to the SEND Inspection
 - Investment in service-wide training and development
 - Development and implementation of a new Quality Assurance Framework and practice delivery model, bringing staff and practice together.

2. Alignment of Service Provision

Family Support

- 2.1. The current Family Support contracts expire on 30th September 2020. Having already been extended, it is not possible to further extend these contracts without recourse to a full procurement exercise. Therefore, CYPE need to consider all available options to ensure practice standards are maintained, meet demand and ensure alignment with all aspects of the in-house service provision including a focus on supporting the changes detailed above.
- 2.2. CYPE and strategic commissioning have worked closely together with the children's fieldwork team workforce to understand what is needed to best support the delivery of additional family support. Following this consultation, it is proposed that the Family Support Service should be brought in-house and aligned to the existing early help unit provision.
- 2.3. The Early Help Unit model was recognised as an area of good practice during the 2017 Ofsted inspection. The integration of the children's workforce has increased the confidence of staff, schools and partners in the delivery of services to protect children. Bringing the service in-house would reduce safeguarding risks across our tier 3 service by improving the alignment of family support with the step-down and step-across process for children who no-longer meet the threshold for statutory social work services. It would also increase the alignment of services with the adolescent risk management model and would allow for a significant financial saving across the contract.
- 2.4. Over the last 12 months 2,162 families were supported by this service. A recent 'case grading' exercise identified that approximately 460 cases per annum, managed by the commissioned services would now fall into the tier 2 provision rather than be managed by Early Help Units/family support services. This equates to 21% of the total target

and following ICS restructure future similar cases would sit in tier 2 provision (delivered by Youth Hubs/children's centres, schools and partners.)

- 2.5. Further benefits of this funding reduction will be realised through the removal of management overheads and infrastructure costs from the two organisations which can be absorbed more easily through the county council due to the improvements and rationalisations achieved through the ICS restructure.

NEET

- 2.6. Since 2012, the NEET service provision has been externally commissioned, under three consecutive contracts. Services have been provided by CxK, formerly Kent Connections, and the contract has been closely linked to the Skills and Employability team in KCC. As part of the development of the KCC, Local Authority Trading Company (LATCo), The Education People, this element of the service now sits outside of EHPS.
- 2.7. KPIs for the contract have included monitoring the number of young people supported each year, with a target of 1596 Young People per annum. As of 1st March CxK, have supported 1622 young people over a rolling 12 month period.
- 2.8. Since the start of the contract CxK have supported 4702 Young People, against a target of 5187. As reported in previous papers to Cabinet Committee, the 485 discrepancy was as a result of referral pathway difficulties and low referral rates. CxK have worked well to mitigate for the low numbers at the beginning of the contract and if they continue on the same trajectory this discrepancy should drop to 251 (total number supported c.4936, equating to 95% of target)
- 2.9. Although the current contract has been managed well, overall NEET figures have increased recently and there are a number of vulnerable groups who do not access the support. Therefore, it is proposed that the NEETs contract will be redeveloped into a Service Level Agreement and, utilising Teckal regulations, be passed to The Education People.
- 2.10. Passporting the NEET contract to The Education People meets the following criteria and is therefore 'Teckal' compliant:
 - The contracting authority exercises over the legal person concerned a control which is similar to that which it exercises over its own departments
 - More than 80% of the activities of the controlled legal person are carried out in the performance of tasks entrusted to it by the controlling contracting authority or by other legal persons controlled by that contracting authority; and
 - There is no direct private capital participation in the controlled legal person with the exception of non-controlling and non-blocking forms of private capital participation required by national legislative provisions, in conformity with the Treaties, which do not exert a decisive influence on the controlled legal person.

2.11. By utilising Teckal in this way, KCC can guarantee a smooth transition with no gap in service. A direct alignment with work already taking place in TEP, the Skills and Employability Service would ensure that the new arrangements will strengthen the relationship with education and skills providers already working with TEP.

Young Carers

- 2.12. The current Young Carers contract has an annual value of £325k. As previously reported to this CYPE Cabinet Committee and the Service Commissioning Board, the contract is well utilised with the current providers Imago performing well in all areas of the contract.
- 2.13. KPIs for the contract have included monitoring the number of young people supported. Imago have consistently over performed, providing in excess of 25% over their monthly target for the duration of the contract. On average receiving 154 new referrals into the service each month (against a target of 110). They have also taken on the management of the free bus pass applications which has cost the organisation an additional £8000 in administration and processing costs for the 2500 applications. In addition to this Imago fundraise for the delivery of Young Carers provision, underwriting this contract by approximately £45,000 per annum.
- 2.14. Further to the recent SEND inspection, the work undertaken as part of the Written Statement of Action (WSoA) has identified that there are a number of young people who provide support and care for siblings with SEND who may not be receiving support. In any recommission this element will be added to the specification as an area of work
- 2.15. It is proposed to re-procure the service to account the unmet need, the additional bus pass expenditure and the uncertain nature of fund raising. Thereby utilising additional re-provision of £100k (new total £425,484) from the existing commissioning budget to increase support for young carers. In order to enable the market to respond to a procurement exercise whilst managing pressures around Covid 19 it would be prudent to further extend the existing contract to April 2021 (this is within the scope of the current contract), starting a procurement exercise at the latter end of 2020. This will enable commissioners to look innovatively around market engagement events and ensuring that the voice of Young People, external stakeholders, KCC Members and officers can be heard in the development of future specifications.

3. Equalities Implications

- 3.1. The Equalities Impact Assessment (EqIA) highlighted low-negative impact to the age protected group as the services included within these proposals will remain within the 0-25 age range that is supported within Integrated Children's Services. Positive impacts include the enhanced support young carers who provide care and support for siblings with SEND.

4. Financial Implications

- 4.1. As per Figure 1, proposed utilisation of the total in scope financial envelope of £2,924,295.28 per annum is to:

- Increase the Young Carers Contract Value by £100k.
- Reduce the value of the Family Support envelope (proposed to be brought in-house) by £1.1m, providing an in-year saving.
- Retain the current NEET contract value to move into the SLA with The Education People.

5. Legal Implications

- 5.1. KCC have a duty, under Section 22 of the Children Act 1989, to safeguard and promote the welfare of each child we look after. Section 11 of the Children's Act 2004 places a duty on a range of organisations and agencies to ensure their functions, and any services that they contract out to others, are discharged having regard to the need to safeguard and promote the welfare of children.
- 5.2. Section 17 Children Act 1989 places a duty on Local Authorities to assess whether a young carer in their area needs support and what those needs.

6. Next Steps and Timescales

- 6.1. Analysis and recommissioning activity will be aligned to the proposed transformation of the CYPMHS. All service provision will relate to local need and circumstances and be able to provide care that is:
- **Timely** – delivered without long waits for interventions appropriate for the age and needs of the child or young person.
 - **Effective** – have sufficient numbers of staff with the right skills to be able to offer evidence-based interventions that meet the needs and wishes of children, young people and families.
 - **Efficient** – with a delivery model that best focuses the capacity of the service to the demands of the population.
- 6.2. The high-level actions and timescales are as follows:

Action	Timescale
Analysis of need and demand	Jan 2020 – Apr 2020
Develop service model and specifications	Apr 2020 – May 2020
Undertake market engagement	May 2020
Develop Parenting Strategy and local offer	Jan 2020 – May 2020
Review and re-prioritise CAMHS investment	Jan 2020 – May 2020
Assess Teckal arrangements with TEP regarding NEET provision	May 2020
Give notice to Providers	June 2020
Review potential innovation proposals	June 2020 – July 2020
Review alignment of Public Health services	April 2020 – May 2020
Procurement of new provision, awarding contract in best value for money	Aug 2020 – Sept 2020

7. Recommendation(s):

The Corporate Director for Children's, Young People and Education recommends the Cabinet Member Integrated Children's Services approves the proposal to:

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Background Documents

None

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