

TYNE AND WEAR FIRE AND RESCUE AUTHORITY

MEETING: 17 NOVEMBER 2014

SUBJECT: IRMP REVIEW OF DIVERSIONARY ACTIVITIES

REPORT OF THE CHIEF FIRE OFFICER

1 PURPOSE OF THE REPORT

- 1.1 The purpose of this report is to update the Authority on the outcome of discussions carried out with partners since March 2014 about Safetyworks, Princes Trust and the Phoenix programme; and to seek a decision on the future provision of these activities in the light of these discussions.

2 BACKGROUND AND INITIAL CONSULTATION

- 2.1 In October 2012, the Authority agreed an IRMP programme which included a review of our diversionary activities with young people (summarised at Appendix A). The findings of this review were given initial consideration by the Authority in October 2013, prior to a period of public, staff and partner consultation which ran from 21st October 2013 to 1st January 2014.
- 2.2 In October 2013, the Authority agreed that there is a strong case for continuing to deliver diversionary activities as part of our Prevention agenda, and that activities such as Schools Education, Young Firefighters, Junior Firesetters and Bonfire/Darker/Lighter Nights campaigns should continue, albeit with some improvements.
- 2.3 However, some of the diversionary activities delivered by TWFA are not solely or specifically targeted at reducing fire risk, but have much wider agendas which benefit a number of partners and the community at large. Given the significant level of cuts being faced by the Authority, which are also leading to reductions in operational response, the Authority asked that consultation be focused upon some draft principles for the future provision of diversionary activities; they should:

- a) Have clear success criteria and have been demonstrated to “work”;
- b) Be targeted at risk, with fire risk being the top priority;
- c) (If they are not specifically targeted at fire risk) Deliver wider community safety outcomes such as reducing anti-social behaviour. The presumption in this case, however, is that we will deliver wider community safety outcomes only if we are directly commissioned to do so, or if we are in an agreed co funding arrangement where the costs and benefits to all are shared

2.4 It was agreed that Phoenix, Safetyworks and Princes Trust should be the focus of the partner consultation, along with the general principles, to determine their future sustainability.

2.5 The consultation with partners featured presentations and discussions with all 5 Community Safety Partnerships in Tyne and Wear; and with individual agencies which are currently involved in delivering these activities. Formal feedback was received from Gateshead Council; the Police and Crime Commissioner for Northumbria; Princes Trust; Probation Service; Safe Newcastle Partnership Board; Safer Sunderland Partnership; South Tyneside Community Safety Partnership Board; Sunderland Youth Offending Service. The full responses were included as appendices to the March 2014 report.

2.6 To summarise the findings:

- **Agreement with the principles-** the principles that we were proposing to adopt (2.3) met with agreement from the majority of respondents.
- **Partners agree that prevention is cheaper than cure, but less is being spent on it-** the principle of early intervention/prevention is challenged by the reality of severe and disproportionate cuts being faced not only by TWFRAs, but by other public sector partners.
- **TWFRAs activities are valued-** but no partner felt able at the time of the consultation to commit to ongoing co-funding or commissioning arrangements
- **Focusing on Fire versus wider focus-** some respondents felt TWFRAs should focus on activities which reduce fire setting, whilst others valued a contribution to wider agendas such as reducing offending; one CSP indicated that the Phoenix approach could be useful in working with troubled families
- **Delivery models-** a number of partners made comments about alternative delivery models for diversionary activities, such as the use of volunteers,

charitable status or cost recovery from users. These possibilities were identified through the review process and can be followed up in redesigning services. However this did not negate the need for partnership agreement (or otherwise) as to TWFRAs continued delivery of diversionary activities which deliver broad partner agendas.

- **Commissioning issues in Community Safety**- the overall reductions in funding for preventative community safety work have been accompanied by changes in how community safety commissioning is done, with some funding streams moving from Community Safety Partnerships, to the Police and Crime Commissioner (operating across Northumbria) from 2013-14.

Perhaps reflecting the last of these issues, it was not possible in March 2014 to present a full picture of the place of TWFRAs activities in youth diversion, nor of the potential for commissioning or co funding these activities in an unclear funding landscape.

- 2.7 The Authority therefore decided to agree the principles for the future provision of diversionary activities, and asked officers to engage in further discussion with partners to enable a final decision to be made about the future of Safetyworks!, Phoenix and Prince's Trust. The remainder of this paper summarises the discussions which have been held.

3 THE CURRENT POSITION

- 3.1 Officers have continued to engage in dialogue with a number of partners following from the views expressed in the initial consultation, and building on established relationships. As a result of this, the position regarding each of the activities is set out below.

Safetyworks

- 3.2 Although Safetyworks has been a co-funded partnership venture in the past, members will be aware that partner income has reduced significantly in recent years and of the £177,244 running costs of Safetyworks in 2014-15 (comprising staffing and other running costs), only a projected £18,000 was set to be covered by income, £10,000 from service users, £5,000 from Gentoo to deliver specific activities, and £3,500 from Nexus.
- 3.3 However, based on discussions during 2014, a number of partners have expressed a commitment to Safetyworks continuing as an effective approach to delivering shared agendas. These commitments include a willingness to provide co funding for Safetyworks as follows:

- Road Safety Partnerships across Tyne and Wear recognise the effectiveness of Safetyworks in delivering road safety messages. A successful collective funding bid has been submitted to Northumbria Safer Roads Initiative, resulting in £20,000 per annum being available to co fund the delivery of Safetyworks over the three years 2014-17
 - Nexus has expressed a commitment to Safetyworks as an effective centre for delivering its rail safety messages, and has approved funding of £15,000 per annum over the three years 2014-17 to support the delivery of this.
- 3.4 Following a number of productive discussions with Northumbria Probation Service, it is likely that TWFRS will be commissioned to deliver a number of sessions related to the senior and junior attendance centre programme. The financial value of these activities has not yet been agreed.
- 3.5 Leaving aside the potential for work with the Probation Service, the commitment expressed to date would mean that 25% of the running costs of Safetyworks will be covered by income over the next two to three years.

Phoenix

- 3.6 The Phoenix programme was developed jointly with Sunderland Youth Offending Team, and has been co funded through the YOT for a number of years. The 2014-15 running cost for Phoenix is £121,149.
- 3.7 The consultation process indicated that the YOT, and Sunderland Council, was supportive of the continuation of the Phoenix programme both as a preventative activity in terms of offending behaviour, but also potentially to assist with supporting troubled families.
- 3.8 As a result of this, Sunderland Council has commissioned £33,000 of Phoenix activities during 2014-15, and £66,000 of activities for 2015-16 with this funding divided between the YOT and the troubled families programme. The Phoenix programme will be adapted to meet the requirements of troubled families.
- 3.9 It is considered that this is a model which could be adopted in other Council areas; at least one other Council indicated through the consultation process that Phoenix could assist in wider work than the prevention of offending behaviour.
- 3.10 In addition to this, TWFRS continues to use Local Area Agreement Performance Reward Grant Funding from North Tyneside to deliver some

Phoenix activity in North Tyneside. This cannot be considered a sustainable funding source since the grant was paid to TWFRA a number of years ago and is finite. However, in 2014-15 this funding amounted to £12,558.

- 3.11 In total, funding from Sunderland and the North Tyneside residual grant covers 38% of the running costs of Phoenix in 2014-15; 54% of the cost is covered in 2015-16. A longer term arrangement is not in place; however our discussions have given an opportunity to broaden the offer of the programme to meet the needs of commissioners.

Prince's Trust

- 3.12 The Prince's Trust programme is commissioned by Sunderland College and currently delivered in Farringdon, Washington and Gosforth; it is required to deliver specific objectives in accordance with funding requirements for 16-18 and 19-26 education; these concern demonstrating that we have assisted young people to participate in education, employment or training.
- 3.13 The service was commissioned to deliver 3 Prince's Trust programmes in 2013-14, a reduction of one programme. Income covers all staffing costs and a proportion of running costs; £221,489 of income was received in 2013-14. Staffing levels have not yet been adjusted to take account of the reduced level of commissioning.
- 3.14 Due to changes in national funding arrangements during 2014-15, Sunderland College has recently indicated that it will be able to offer only a reduced level of funding for Prince's Trust programmes, largely associated with 16-18s. Since the majority of participants in TWFRA's highly successful scheme are 18+, a broader funding model needed to be explored and officers have done this work over the last 6 months.
- 3.15 The resulting funding package consists of £143,000 from Sunderland College and £27,000 from the Springboard Trust. This supports the following in 2014-15:
- A Prince's Trust programme at Farringdon
 - A Prince's Trust programme at Washington from January 2015
 - a new, similar course for 16-18 year olds at Gosforth, designed by TWFRS and entitled Ignite
- 3.16 In financial terms, the current position is that 64% of the cost of delivering Prince's Trust and Ignite programmes is covered by income in 2014-15. It is hoped that this arrangement, put in place due to funding changes in 2014-15, can be sustained into 2015-16 and beyond.

4 CONCLUSION

- 4.1 The original Diversionary review demonstrated the effectiveness of Safetyworks, Phoenix and Prince's Trust in delivering community safety outcomes through prevention. These community safety outcomes are wider than fire prevention, and this is acknowledged by partners.
- 4.2 This paper has been prepared to support an Authority discussion about the financial sustainability of these activities. If the agreed principles of co funding or commissioning for these activities are applied, the partner discussion held since March has placed Safetyworks and Phoenix on a firmer footing, demonstrating ongoing partner commitment of a financial nature.
- 4.3 The position regarding Princes Trust has, if anything, become slightly less favourable during 2014-15, although a funding package has been put in place to deliver Princes Trust and the Ignite programme retaining the involvement of existing commissioners, but adding the Springboard Trust to the mix.
- 4.4 In 2014-15, 46% of the total delivery cost of Safetyworks, Princes Trust and Phoenix is now covered by income. This rises to 50% in 2015-16.
- 4.5 These discussions have been held with partners on a 1:1 basis and have not been facilitated by any shared commissioning processes carried out by Community Safety Partnerships or the PCC. This may still be an issue of timing, with arrangements still in development.
- 4.6 Our discussions have enabled a potential broadening of TWFRS' prevention offer, for example by engaging with troubled families as well as those at direct risk of offending (Phoenix), or of broad community safety risks (Safetyworks). Adopting the principles agreed by Authority in March 2014 means that we are free to pursue these broader agendas and deliver alongside partners through any future commissioning or co funding approaches.
- 4.7 In the light of this, and the financial commitment partners have demonstrated, it is recommended that Safetyworks, Phoenix and the Princes Trust programme continue to be delivered as part of TWFRAs overall approach to Prevention.
- 4.8 This should be on the basis of the agreed principles (commissioning or co-funding) and the Chief Fire Officer will continue to monitor sustainability and seek further opportunities to collaborate with partners on Diversionary activities.

5 FINANCIAL IMPLICATIONS

- 5.1 The running costs of the three activities are set out below with an indication of income for each of the years 2014-15 to 2016-17; this assumes £10,000 of income from service users of Safetyworks:

	2014-15			2015-6		2016-17	
	Running cost	Income	Net cost	Income	Net cost	Income	Net cost
Phoenix	121,149	-45,558	75,591	-66,000	55,149	?	?
Princes Trust	264,232	-170,000	94,232	-170,000	94,232	?	?
Safetyworks	177,244	-45,000	132,244	-45,000	132,244	-45,000	132,244
Totals	562,625	-260,558	302,067	-281,000	281,625		

6 HR IMPLICATIONS

- 6.1 A number of posts in the organisation are entirely or significantly focused upon delivering diversionary activities; the cost of those associated with Phoenix and Prince's Trust is currently covered by income. The current establishment includes 8 dedicated Prince's Trust posts, 3 Phoenix posts and 5 Safetyworks! posts.
- 6.2 The Service is currently over establishment by 2 posts based on reduced funding for the Prince's Trust programme. However there are currently 2 vacancies in the team.
- 6.3 If the Authority agrees to continue delivering Safetyworks, Princes Trust and Phoenix, then staff will continue to be required to deliver these services. The staffing of a wide range of services would be considered if the Authority agrees to carry out an organisational review; this is the subject of a separate report on today's agenda. Any adjustments to the staffing of diversionary activities could be made through such an organisational review.
- 6.4 Should the Authority decide to cease any of the diversionary activities, this would result in the need to reduce staffing accordingly. This could affect dedicated posts and also posts engaged in managing them.
- 6.5 Changes to the volume of diversionary work would therefore necessitate a review of the staffing structure, including the management structure, which

would be brought to a future Authority either singly or as part of a wider organisational review.

- 6.6 In either case, any staffing changes would be subject to normal HR processes in terms of consultation and implementation.

7 RISK MANAGEMENT IMPLICATIONS

- 7.1 Community risk was fully considered in reviewing our diversionary activities, and discussion of this formed a significant proportion of the review report discussed by Authority in October 2013.

- 7.2 One of our identified corporate risks is associated with this report:

- 10/03 Risk that a spending decision of one of our partners has a detrimental impact on the delivery of some of our services, eg Safetyworks, Phoenix, Prince's Trust

- 7.3 This risk is somewhat mitigated by the information contained within this report, although in the current financial climate it is considered that the risk will remain in place. Adoption of the principles for providing diversionary activities which have a remit beyond our own gives a clearer path for ceasing such services should they no longer be deemed part of the partnership "menu".

- 7.4 Reducing collective capacity to deliver diversionary work is part of a wider community risk, since other agencies are also less able to invest in such activities.

8 RECOMMENDATIONS

- 8.1 Members are recommended to:

- a) Note the latest position in terms of partner commissioning and co funding of diversionary activities
- b) Agree that Safetyworks, Phoenix and Prince's Trust should continue to be funded by the Fire Authority as part of its wider approach to Prevention
- c) Request the Chief Fire Officer to continue to monitor sustainability and seek further opportunities to collaborate with partners on Diversionary activities
- d) Receive further reports as required

APPENDIX A: TWFRA DIVERSIONARY ACTIVITIES

- **Juvenile Firesetters Education Programme (JFEP).** This targeted programme works with young people who have displayed firesetting behaviour or an unusual interest in fire. It is based on referrals and offers 1:1 sessions focusing on the behaviour of fire, fire safety, the consequences of fire and responsible citizenship. JFEP is part of the wider work of Prevention and Education teams working in service delivery.
- **Young Firefighters Association (YFA).** Established in the early 1990s, this programme's initial intention was to strengthen community infrastructure following civil unrest. It allows young people 11-17 to join a uniformed youth organisation and encourages them to develop self discipline, social consciousness, a sense of community awareness and belonging, and an understanding of the role of the FRS in society. 10 branches are in place, led by existing staff who are paid on a sessional basis
- **Phoenix Programme.** This programme works with young people either in the criminal justice system, or at risk of offending, and aims to prevent offending/reduce reoffending. It has a broad focus, ie the offending behaviour may not be concerned with fire, and the activities focus on self-awareness, social consciousness and self-discipline through fire related and non-fire related activities including a field trip. The basic Phoenix is a 4 day programme and a number of follow on programmes have been developed. This is a **commissioned activity** (commissioned by Community Safety Partnerships and/or Youth Offending Teams), primarily in Sunderland and Newcastle, although ad hoc programmes have been funded elsewhere (currently in North Tyneside). It is delivered by a dedicated team of 3 staff, with commissioners covering the staffing costs.
- **Prince's Trust Team programme.** Through local FE colleges, the Prince's Trust commissions providers to deliver its Team programme, with specific national aims to reduce the number of young people who are not in education, employment or training (NEET). TWFRS is currently **commissioned** to deliver programmes in 3 areas (it was 4 until 2013). The programme is generic but TWFRS includes fire and community safety elements. Princes Trust is delivered by a dedicated team of 8 staff, with the majority of staffing costs met by the commissioner.
- **SafetyWorks!** Safetyworks! is a dedicated facility providing a wide range of realistic, interactive community safety scenarios, to enable practical learning in a safe, controlled environment both fire related and wider. It was designed to provide a focal point for fire safety, community safety and crime

prevention education in Tyne & Wear, and for most of its recent life has operated as a joint venture with Northumbria Police. Based in Newcastle, the service is delivered by a team of 5 staff plus representatives from partner organisations. It delivers to schools but also to a wide range of other community groups. Since 2012, this service has been entirely funded by TWFR and any income which is generated from partners/participants tends to be one off.

- **Schools Education Programme (primary and secondary).** This programme, delivered as part of the wider role of Prevention and Education staff, works with schools to deliver fire safety messages at key times during a child's education. For primary schools, the sessions are universal for all children in Y1 and Y5. For secondary schools, sessions are targeted at students in the most vulnerable areas, with Y8 sessions delivered at Safetyworks!
- **Bonfire / Darker Nights Campaign.** This campaign aims to reduce fires, deaths and injuries around Bonfire Night, and combines hard hitting universal messages, with targeted sessions in schools, and work with partners on rubbish uplifts etc. The diversionary element is the direct work with young people. It is delivered as part of the core business of Prevention and Education staff.