

For Publication

For General Release

REPORT TO:	Cabinet Member for Children Young People and Learning
SUBJECT:	Variation to Extend Section 75 Partnership Agreements, for Health Visiting, Family Nurse Partnership Public Health School Nursing And Best Start Contracts for the Children's Centres
LEAD OFFICERS:	Eleni Ioannides, Executive Director Children, Families and Education And Rachel Flowers, Director of Public Health
CABINET MEMBER:	Councillor Alisa Flemming, Cabinet Member for Children Young People and Learning And Cllr Simon Hall Cabinet Member for Finance and Resources
WARDS:	All
CORPORATE PRIORITY/POLICY CONTEXT/ AMBITIOUS FOR CROYDON Independence To promote early help: - Supporting families by giving their children a better start in life through an integrated Best Start programme for children aged 0-5. To help people from all communities live longer, healthier lives through positive lifestyle choices. To help families be healthy and resilient and able to maximise their life chances and independence. Growth To enable people of all ages to reach their potential through access to quality schools and learning. Enabling To be innovative and enterprising in using available resources to change lives for the better.	

FINANCIAL IMPACT

If the recommendation is agreed the Council would be committing to spend an aggregate sum of £8.77m in 2019 -2020 across the Agreements and Contracts.

FORWARD PLAN KEY DECISION REFERENCE NO.: 2718CYPL

This is a Key Decision as defined in the Council's Constitution. The decision may be implemented from 1300 hours on the expiry of 5 working days after it is made, unless the decision is referred to the Scrutiny & Overview Committee by the requisite number of Councillors.

RECOMMENDATIONS:

1. The Leader has delegated the award decision(s) to the nominated Cabinet Member for Children Young People and Learning in consultation with the Cabinet Member for Finance and Resources for the extension of contracts listed in the recommendations:
 - 1.1. Section 75 NHS Act Partnership Agreements with Croydon Health Services NHS Trust (CHS) for
 - 1.1.1 Health Visiting annual value: £4,200,000
 - 1.1.2. Family Nurse Partnership: annual value £530,000
 - 1.1.3. Public Health School Nursing annual value £1,123,000
 - 1.2. In accordance with the Council tender and contract Regulation 29, a variation to extend the following Best Start contracts (see para 3.1 for the list of schools):

Nine Best Start Children's Centre contracts/SLAs to four academies and five maintained schools. Annual value: £2,160,000
 - 1.3. To note the extension period for the above recommendations is up to 12 months (to allow change to happen sooner if required) from 1st April 2019 to 31st March 2020
 - 1.4. To also note the following contracts extensions have been recommended for approval by the Contract and Commissioning Board to the Director of Commissioning and Procurement for up to 12 months from 1st April 2019:
 - 1.4.1 One, Early Learning Collaboration contract– annual value : £330,000
 - 1.4.2 Five, Community, Parenting Aspirations and Parenting Skills contracts (covering six lots) - annual contract value: £367,000
 - 1.4.2 One, Parent Infant Partnership contract – annual contract value: £60,000

2. EXECUTIVE SUMMARY

- 2.1 Variations to extend the above suite of contracts and Agreements for up to 12 months from 1st April 2019 are sought to enable the commissioning intentions to be developed in line with the Early Help Strategy and to take account of a number of recent developments in the Council.
- 2.2. Each extension will be used as an opportunity to vary each agreement to ensure the services adopt the new direction of travel, the operating principles including locality based service delivery and are better focussed and targeted as part of an overall early help offer. In addition, sustained improvement in performance, clarity of contribution to the Ofsted improvement plan and delivery of positive outcomes will be negotiated via the variation agreements. Robust contract management will continue.
- 2.3. The Council has adopted a new operating model which sets out the following principles which will be implemented in service design for the new models of service from 2020 i.e:
 - Intelligence based
 - Delivered in localities
 - Resident involvement
 - Prevention
 - System wide
 - Organisational design
- 2.4. Scoping and redesigning the service offer in the light of the Councils manifesto, the new operating model, the Ofsted improvement plan and the emerging Early Help Strategy will take at least 6 months and the implementation plan will be developed once the strategic direction is endorsed by all key stakeholders, to take effect from 1st April 2020.
- 2.5. Key themes to be explored will include the development of a strategic alliance, or partnership of providers, building on the One Croydon Alliance model to deliver the whole suite of services for children young people and families in an integrated and seamless way using evidence based best practice as well as embedding good clinical governance and Working Together safeguarding principles. This will include a network of providers, including those delivered in-house by the Council, incorporating public health, schools and 0-25 services for children with special educational needs and disability, voluntary, community and faith sector and health work.
- 2.6. The financial implication is continued spend in 2019-20 at the current level of a total of £8.77m per annum for combination of the Section 75 Agreements funded from the Public Health Grant and the Best Start contracts funded from the children's services budget.
- 2.7 The content of this report has been endorsed by the Contracts and Commissioning Board.

CCB Approval Date	CCB ref. number
31 st August 2018	CCB1390/18-19

3. DETAIL

Current position

- 3.1 Following Cabinet approval,(reference: Croydon Best Start Child Development & School Readiness Services Designated Children's Centres 2016-2018, agenda item 10.2., minute March 2016 A23/16) Contracts and Service Level Agreements (SLA's) were awarded in 2016 to the current providers of the 9 Designated Children's Centres in the London Borough of Croydon. The award was for contracts with an initial term of two years, with an option to extend for a further period of up to 12 months. Contracts and agreements were let in 2016 for 2 years and extended in 2018 following CCB approval (CCB1319/17-18 01/02/2018) for one year for the following contacts.

9x Best Start contracts/SLAs to four academies and five maintained schools. Aggregate annual value £2,160,000. The agreements are with the following schools:

- Aerodrome Academy: Aerodrome Children's Centre
- Oasis Academy Byron (Oasis Trust): Byron Children's Centre
- Fairchilds Academy: Fairchilds Children's Centre
- Forest Academy (Synaptic Trust): Shirley Children's Centre
- Selhurst Children's Centre: Selhurst Children's Centre
- Crosfield Nursery School and Children's Centre: Crosfield Children's Centre
- Purley Oaks Primary School: Purley Oaks Children's Centre
- Gilbert Scott Primary School: Woodlands Children's Centre
- Kensington Avenue Primary School: Kensington Avenue Children's Centre

- 3.1.1 1 x Early Learning Collaboration – annual value : £330,000 (original award CCB ref 1106/15-16, 07/03/2016) awarded to Crosfield Nursery School

- 3.1.2. 5 x Community, Parenting Aspirations and Parenting Skills contracts (covering six lots) Annual aggregated contract value: £367,000 (original award CCB ref 1162/16-17, 23/08/2016)

Lot 1: CVA : Using the Asset Based Community Development (ABCD) model identify and maximise local community assets.
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Lot 2.1: Homestart Design and deliver a home visiting service to provide practical and emotional support to parents/carers in their own homes.

Lot 2.3 Homestart Identify, train and support parents/carers as volunteers and parent champions to offer peer support and community activities.
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Lot 2.2 South London and Maudsley – Being a Parent Programme Identify, train

and support parents/carers as facilitators to deliver parenting support programmes to other parents.

Lot 2.4 NAS (PRISM Consortium) Facilitate a programme of group support for families with children under five whose needs in relation to speech and communication delay have already been identified.

4.3 Lot 3 – Phase 1 Enterprise Training - CIC consortium: support parents/carers with children aged under five years to overcome barriers to employment, with a particular focus on those parents/carers who may be affected by the changes resulting from the introduction of Universal Credits.

3.1.3. 1 x Parent Infant Partnership contract - £60,000

3.2. S75 NHS Act Partnership agreements with Croydon Health Services NHS Trust (CHS) were let in 2016 for 2 years and extended in 2018 for one year for the following services:

3.2.1. Health visiting annual value: £4,200,000. This is part of the Public Health ring-fence budget linked to mandatory service provision. (Decision reference Cabinet Investing in our Borough report - minute A115/15 agenda item 12.3)

3.2.2. Family Nurse Partnership: annual value £530,000 (decision reference as above)

3.2.3. Public Health School Nursing annual value £1,123,000 (Cabinet Report, item 12.4 dated 16th November 2015)

3.3. A number of key changes have taken place in recent months:

- A labour administration has been returned at the May 2018 election on the basis of a detailed manifesto, which will form the basis of the organisations delivery programme
- The Council has adopted a new operating model which sets out the following principles to be implemented in service design for the new models of service:
 - Intelligence based
 - Delivered in localities
 - Resident involvement
 - Prevention
 - System wide
 - Organisational design
- The Ofsted Improvement plan is being implemented to deliver a strengthened children's social care service. The variations will indicate the contribution these services will make to the improvement plan

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- The Executive Director Children, Families and Education and the Director of Public Health have focused on strategic leadership and vision to the team to deliver, amongst other things, an integrated offer of children young people and family services to meet local needs. The Director of Public Health has a key role in this, not only as the statutory officer for some specified mandated services e.g. Health visiting, school nursing, child weight and measurement which include the clinical services in this range of contracts, but also in her statutory role enabling system wide change to improve health and wellbeing and reducing inequalities
 - The emerging Early Help Strategy is an opportunity to create strong partnership working across Health, Council, voluntary community and faith sectors to ensure we have outstanding universal services, to build prevention and early intervention approaches to avoid where possible escalation of need and reduce costs
 - There is also the opportunity to build on the One Croydon Alliance Transformation programme focusing on children and the reforming of the multi-agency Children and Young People's Partnership Board
- 3.4. Scoping and redesigning the service offer in the light of the above factors and incorporating the New Operating Model (NOM) principles will take at least six months.
- 3.5. The implementation plan will be developed once the strategic direction is endorsed by all key stakeholders. The new service offer will take effect from 1st April 2020. The anticipated scale of change management will require a detailed project plan and will take up to 12 months. It is likely that a phased approach will be needed with further evolution of the model from 2020 onwards.
- 3.6. Key themes that will be explored in scoping and designing the new service model will include the development of a purpose deigned partnership or alliance to deliver children's services. This would build on the One Croydon Alliance model to deliver the whole suite of services for children young people and families in an integrated and seamless way, using evidence based best practice as well as embedding good clinical governance and Working Together safeguarding principles. It would include a network of providers including those delivered in-house by the Council, incorporating public health, schools and 0-25 services for children with special educational needs and disability, voluntary, community and faith sector and health work. The most effective options for supporting vulnerable clients in the universal services e.g. health visiting would be adopted. The partnership or alliance will be specifically designed to deliver children's services.
- 3.7. The vision and subsequent plans will set out the step changes required to reshape services in line with the needs of Croydon residents, addressing inequalities and focus on the achievement of positive outcomes.

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- 3.8. Performance of Croydon Health Services on the five mandated universal health checks delivered by the health visiting service has been relatively poor, as judged by low levels of mandatory service provision.
- 3.9. The extension period of up to 12 months would be used to vary each agreement to ensure the services adopt the new direction of travel, the operating principles including locality based service delivery and are better focussed and targeted as part of an overall early help offer. In addition, sustained improvement in performance, clarity of contribution to the Ofsted improvement plan and delivery of positive outcomes will be negotiated via the variation agreements. Service will be expected to continue to drive up the performance, make appropriate adjustments to service delivery and focus on delivery of positive outcomes of the existing providers. Robust contract management will continue.

4. CONSULTATION

- 4.1 The team working on the Early Help Strategy have consulted with partner agencies and services users.
- 4.2 The review of the Health Visiting Service led by Public Health has done extensive consultation with service users and other stakeholders.
- 4.3 Stakeholders including young people have been consulted on health improvement for school children.
- 4.4. Consultation has also been undertaken as part of the SEND review.

5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

5.1 Revenue consequences of report recommendations

Service	Revenue consequences 2019-20 £000s
Health visiting	4,200
Family nurse partnership	530
School nursing	1,123
9 children's centres	2,160
Parenting skills and aspirations	367
Early learning collaboration	330
Parent Infant Partnership	60
Total	8,770

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The effect of the decision

- 5.2. The financial implication is to continue to spend in 2019-20 at the current level - a total of £8.77m per annum for all these combined services, which are funded from a number of cost centres.
- 5.3. Sustained improvement in performance and delivery of positive outcomes will be sought via the variation agreements.

Risks

- 5.4. The risks would include:

- Legal challenge from providers that may wish to bid for work but the market. However, this is mitigated by the opportunity for providers to put themselves forward to be involved in the strategic alliance from 2020

In addition, the above provisions of the Public Procurement Regulations apply to public services contracts. The S75 agreements have been established as partnership agreements through which the Council has delegated certain health related functions to the CHS. This may mitigate the risk of legal challenge, regarding these agreements.

- Providers may not be co-operative in agreeing to sustain improved performance in the absence of other variation e.g. price uplift. Early engagement might assist.
- Providers may not make the service improvement that the Council requires over the period to 2020. However, extension gives an incentive to continue to make improvements through continuity of contracts. Robust contract management would need to continue to mitigate this risk.

Options

Options considered

- 5.5. Tender the service so new contracts are let from April 2019.

Rejected:-

- This will lead to continued fragmentation of the service offer across for children and young people 0- 18 and 0-25
- The opportunities to maximise the delivery of outstanding universal services, building prevention and early intervention approaches for all age groups, plus avoidance, where possible, of escalation of need and reduced costs will not be achieved

Future savings/efficiencies

- 5.6. The commissioning intentions for 2020 will include the delivery of service efficiencies. These efficiencies will arise as a result of effective services being

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delivered in a timely manner and therefore reducing demand for acute high cost services at a later stage.

- 5.7. The variations to extend will maximise value for money from the current contracts and agreements including sustained improved performance and delivery of positive outcomes.

Approved by: Josephine Lyseight Department Head(s) of Finance

6. COMMENTS OF THE COUNCIL SOLICITOR AND MONITORING OFFICER

- 6.1 The Solicitor to the Council comments that the proposed recommendation is in line with the Council's constitution and there are no additional legal considerations arising directly out of the recommendation in this report.

Approved by Sean Murphy, Head of Commercial and Property Law & Deputy Monitoring on behalf of the Director of Law and Monitoring Officer.

7. HUMAN RESOURCES IMPACT

- 7.1 There are no human resources implications for Council staff as a result of these extensions.

8. EQUALITIES IMPACT

- 8.1 Equalities and diversity considerations are key elements of universal, early help and statutory service practice. It is imperative that all universal and support services for children, young people and their families are sensitive and responsive to age, disability, ethnicity, faith or belief, gender, identity, language, race and sexual orientation.
- 8.2 Croydon has a diverse population of children and young people. Children and young people from minority ethnic groups in Croydon account for 57%, compared with 30% in the country as a whole. The proportion of children and young people with English as an additional language across primary schools is 44% (the national average is 18%)

9. ENVIRONMENTAL IMPACT

- 9.1 No negative impacts have been identified

10. CRIME AND DISORDER REDUCTION IMPACT

- 10.1 Supporting families through these services contributes to building resilience and thus avoid people becoming involved in crime and disorder and these services are supporting families exposed to domestic violence and abuse.

11. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 11.1. Each extension will be used as an opportunity to vary each agreement to ensure the services adopt the new direction of travel, the operating principles including locality based service delivery and are better focussed and targeted as part of an overall early help offer. In addition, sustained improvement in performance, clarity of contribution to the Ofsted improvement plan and delivery of positive outcomes will be negotiated via the variation agreements. Robust contract management will continue.
- 11.2 Scoping and redesigning the service offer in the light of the Councils manifesto, the new operating model, the Ofsted improvement plan and the emerging Early Help Strategy will take at least 6 months and the implementation plan will be developed once the strategic direction is endorsed by all key stakeholders, to take effect from 1st April 2020. New models of service delivery will take effect from this date.

12. OPTIONS CONSIDERED AND REJECTED

- 12.1. Tender the service so new contracts are let from April 2019.

Rejected:-

- This will lead to continued fragmentation of the service offer across for children and young people 0- 18
- The opportunities to maximise the delivery of outstanding universal services, building prevention and early intervention approaches for all age groups, plus avoidance, where possible, of escalation of need and reduced costs will not be achieved

CONTACT OFFICER:

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APPENDICES TO THIS REPORT: There are none

BACKGROUND PAPERS: There are none