

DECISION-MAKER:	CABINET COUNCIL		
SUBJECT:	AGREEMENT TO PROCURE HEADSTART PROGRAMMES AND TO DELEGATE POWERS TO AWARD THE CONTRACT		
DATE OF DECISION:	15 MARCH 2016 16 MARCH 2016		
REPORT OF:	CABINET MEMBER FOR EDUCATION AND CHILDREN'S SOCIAL CARE		
<u>CONTACT DETAILS</u>			
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STATEMENT OF CONFIDENTIALITY

Confidential Appendix 3 contains information deemed to be exempt from general publication based on Category 3 of paragraph 10.4 of the Council's Access to Information Procedure Rules. The appendix includes information relating to financial or business affairs which, if disclosed prior to entering into a legal contract, could put the Council at a commercial disadvantage.

BRIEF SUMMARY

HeadStart is a BIG Lottery funded programme. It is a multi-agency project that aims to improve the mental health and emotional wellbeing of 10-16 year olds who are at risk of developing mental health problems. It has 3 phases: 1) development (complete), 2) pilot delivery (current) and 3) a large bid for between £5 - £10m over 5 years (submission due 26 February 2016). Southampton is 1 of 12 HeadStart areas in England. Only those currently delivering phase 2 are eligible to bid for stage 3. This presents a significant opportunity for the City, with a focus on early intervention and the key principles and proposed outcomes support the Health and Wellbeing Strategy priority of 'Best Start in Life'. In addition, the universal support model will help reduce pressure on acute health and care services in the future, whilst signposting those who need it to more specialist support.

RECOMMENDATIONS:

Cabinet

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| | (i) | Subject to approval by Council to accept the funding in advance, approval is sought to delegate authority to the Director of Quality & Integration to carry out a procurement process for the provision of HeadStart Phase 3 as set out in this report and to enter into contracts in accordance with Contract Procedure Rules; and |
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	(ii)	Subject to approval by Council to accept the funding in advance, approval is sought to delegate authority to the Director of Quality & Integration following consultation with the relevant cabinet member to decide on the final model of commissioned services and all decision making in relation to this programme.
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Council

	(i)	To approve, in advance, in accordance with Financial Procedure Rules, acceptance of the funding, subject to both the bid being successful and agreement of the final conditions of the grant by the Council's Section 151 Officer.
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REASONS FOR REPORT RECOMMENDATIONS

1.	The successful implementation and delivery of the HeadStart Strategy will improve outcomes for children and young people. Its key principles and proposed outcomes support the Health and Wellbeing Strategy 2013-16 priority of 'Best Start in Life' and take forward the Council Plan priority of prevention and early intervention.
2.	The universal support model will help reduce pressure on social care and health services in the future whilst signposting those who need it to more specialist support.
3.	The contracts will support the Council to meet the needs of children, young people and families in Southampton. It will support young people to look after their own health and wellbeing, help to tackle health inequalities and to develop a sustainable approach to early intervention and prevention in schools.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

4.	None
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DETAIL (Including consultation carried out)

5.	HeadStart is a BIG Lottery funded programme. It is a multi-agency project that aims to improve the mental health and emotional wellbeing of 10-16 year olds who are at risk of developing mental health problems.
6.	The case for early intervention is very well documented, it is proven to reap positive social and financial benefits for individuals and society as a whole. Southampton is on a journey to develop an integrated 0-19 prevention and early intervention service offer based around 3 geographical localities which in turn align to the clusters identified in the city's Better Care programme. The HeadStart programme fits perfectly with the early intervention and prevention agenda in Southampton. It provides a huge benefit to the city as it allows us to take this agenda and embed it directly within schools, which would not be possible within existing resources, meaning more limited scope and reach without the HeadStart funding.
7.	Many schools use their budgets to purchase emotional health and wellbeing support from other sources many of which are not regulated or based on a firm evidence base. HeadStart will develop an approach to targeted support within schools that will be focussed on outcomes and developed by young people for young people. Phase 1 and 2 allowed us to test out models that work best within schools and Phase 3 will allow us to embed these programmes and models and make them sustainable.

8.	<p>There are almost 60,000 children and young people living in Southampton and we know that one in four are living in poverty. That's 15,000 children and young people whose health, wellbeing and life-long chances are at risk as a result of their social circumstances. One important way of keeping children healthy, happy and improving their success at school is through building mental resilience and emotional wellbeing. The health and wellbeing of children and young people in Southampton is generally worse than the England average, the latest child health profile (2015), showed that Southampton was significantly worse than England for 15 out of 32 indicators.</p>
9.	<p>Vision:</p> <p>‘HeadStart Southampton will increase happiness and mental well-being for children in Southampton. Communities, families and schools will work together to help children to cope with difficulty, and to thrive in life.’</p> <p>Our ambition is that children and young people;</p> <ul style="list-style-type: none"> • Feel happy and supported and thrive; • Are empowered to make good life choices; • Have a sense of belonging; • Are confident and ambitious and can pursue their aspirations; <p>And</p> <ul style="list-style-type: none"> • Everyone in Southampton can talk supportively about mental health; • Communities, schools, parents and children and young people work seamlessly to give children and young people the support they need.
10.	<p>The core focus of our Southampton HeadStart programme will be within the 12 secondary schools, Compass School (PRU) and Polygon (Emotional and Behavioural Difficulties school). The transition programme and Restorative Practice element will include the feeder primary and junior schools that are situated in Southampton, as the transition element of our phase 1 and 2 programme was very successful.</p>
11.	<p>The programme will focus on a universal (whole school) level and also at a more targeted, universal plus level. For the Universal Plus elements three groups of need will be targeted: young people with decreasing educational engagement and attainment, those at risk of entering the youth justice system and those who are experiencing or have experienced domestic abuse. These target groups also reflect local need and priority</p>
12.	<p>The delivery model includes two core elements:</p> <ul style="list-style-type: none"> • <i>Universal</i> - 3 locality teams providing training and capacity building in the workforce. They will help to form a Community of Practice where those working with children and young people are able to share ideas and best practice, and work together to increase opportunities and wellbeing for young people. The locality teams will also be the people ‘on the ground’ co-located in schools. They will be increasing young people’s involvement and supporting identified children and families through the activity elements. • <i>Universal Plus</i> - More targeted help for children, young people and families who are at risk (those living with domestic abuse at home or those who are persistently absent from school or at risk of exclusion or entering the youth justice system). This will include safe places to be and safe places to talk (which includes the digital world). 1:1 counselling in school, community and online. A trusted adult delivering activities but

	also signposting children and families to activities provided within the community. It will also include commissioning of activities driven by what young people want such as peer to peer mentor support, primary to secondary school transition support, group work for young people and parenting programmes.
13.	The model has been developed following analysis of key information within the city's Joint Strategic Needs Assessment (JNSA) and a programme of engagement with young people and other stakeholders. Details of the key issues and needs identified in the JNSA are attached in Appendix 2.
	Engagement
14.	The phase 3 development is utilising a Theory of Change methodology supported by the Big Lottery via Deloitte and Young Minds 'support and development' consultants. Two 'decision-making' workshops have been held on 13 and 30 November with members of the 0-19 Strategy Group and other key decision-makers. An additional stakeholder event was held on 25 November with existing and potential providers and other interested parties (32 participants) which sense checked our developing model and generated further ideas.
15.	A Children and Young People's Engagement and Participation sub group has been established with support from a Young Minds consultant. HeadStart 'took charge' of the city's second re-launched Youth Forum event on 7 December and 45 young people from 8 schools and 1 college attended. No Limits, Saints Community and the Council have run mental well-being workshops on the key issues of bullying, primary to secondary transition and healthy lifestyles. Further work to test the child's journey through the model continues to be undertaken by the HeadStart young people's 'shadow board', supported by the Council's newly appointed Participation Worker, with children that are vulnerable and/or at potential risk of emerging mental health issues.
16.	Education focused workshops were held on 8 and 25 January 2016, and a session held at the Portswood Teaching Alliance Conference 'Mind the Child' on 22 January 2016. Educationalists and school leaders were able to the model with case studies and clarify the mechanisms to be used to ensure the right children receive the right intervention at the right time within the programme and how this will relate and add value to the wider 'early help' system. This will ensure clear entry and exit routes and step-up / step-down processes to meet and manage demand during the programme.
17.	Continued engagement and co-production events are planned for the coming months and throughout the life of the programme
	Expected Outcomes
18.	The overall expected outcomes from the HeadStart programme are: <ul style="list-style-type: none"> • Interventions targeted at the 'Right time, right person, right place' • Young people are better able to be engaged in activities they enjoy & learn from; • The programme to be quality assured and consistently held to account by young people; • Children have channels through which they can express themselves and feel heard; • Professionals share good practice and ethos.

	<p>This will lead to:</p> <ul style="list-style-type: none"> • Increased school attendance and attainment; • Increased well-being, self-esteem and empathy; • Reduced risky behaviour, reduced bad behaviour; • Less children feel isolated; • Community of practice established and further developed with strong involvement from young people. <p>Therefore children:</p> <ul style="list-style-type: none"> • Feel happy and supported and thrive; • Are empowered to make good life choices; • Have a sense of belonging and interact positively with each other; • Are confident and ambitious and can pursue their aspirations; <p>And:</p> <ul style="list-style-type: none"> • Everyone in Southampton can talk supportively about mental health (it is destigmatised); • Communities, schools, parents & children work together to give children the support they need.
	<p>Next steps/planned actions</p>
19.	<p>The HeadStart Phase 3 bid will be submitted on the 26th February 2016. Partnership Interviews will be held early June with the outcome of the bid known late June. If successful, the Phase 3 programme will begin in August 2016.</p>
20.	<p>Due to the tight timescales the service specifications for the procurement process and key documentation will be finalised prior to the bid decision being known. This will enable procurement to commence as soon as a decision from the Big Lottery is known so that implementation is not delayed and is within the timescales expected from the Big Lottery.</p>
21.	<p>Further engagement with young people will be undertaken and service specifications coproduced. The service will be procured through the usual procurement procedures and within standing orders and the legal framework.</p>
22.	<p>The final model will be commissioned during 2016-17 with the aim of having services fully operational by no later than January 2017.</p>
<p>RESOURCE IMPLICATIONS</p>	
<p><u>Capital/Revenue</u></p>	
23.	<p>Southampton's HeadStart programme bid provides the city with a significant level of investment of up to £10M over 5 years. The learning from and development of the services included within this bid represent a significant invest to save opportunity. The evidenced benefits could include; efficiencies leading to savings/cost avoidance and improved outcomes for Young People. These benefits will be identified through performance monitoring measures throughout the life of the project.</p>
24.	<p>Should the bid be successful the cost of this project will initially be met from the funding received by Big Lottery and matched funding by the Council, within existing General Fund resources. In addition, dependant on the success of pump priming elements of this project, there is potential for Schools to allocate resources to sustain, in the medium to long term, some of the services proposed within the programme. Should the bid be unsuccessful the programme will not have sufficient resources go ahead.</p>

25.	Within this project the expenditure can be categorised as project infrastructure costs and programme costs. The final Southampton bid includes project governance costs of less than 10% which is in line with expectations from Big Lottery. The bid includes therefore up to £9M of additional programme expenditure to be funded from Big Lottery over five years.
26.	It is intended that a significant proportion of the programme spend will be delivered through contractual arrangements with our partner organisations. Accordingly, the contracted outcomes to be achieved by these partners will be subject to a performance monitoring framework to ensure that the overall project aims are on track to be achieved within the allocated budget envelope.
27.	HeadStart phase 3 if successful will result in a substantial boost in the early help available to young people in a variety of settings; school, family, community and in the ever-increasing digital realm which will increase the city's safeguarding capacity. It will add value but not duplicate existing provision and be an inter-dependent programme as part of the wider early help and safeguarding system. See Appendix 3 for total programme budget.
28.	Sustainability is not only a key success indicator for the Big Lottery; it is critical to our plans for long term transformation of the comparative outcomes of our City's children by building the intrinsic resilience and durability of our children and families in the face of both opportunity and challenge. Southampton needs HeadStart to be embedded within the city's context long-term. For these reasons included within the Southampton HeadStart programme is a well-defined and robust sustainability plan that anticipates the continuity of services built on a foundation of alternative recurring funding. However, should it be difficult to secure ongoing alternative funding the sustainability plan also sets out to maximise the long term benefits within existing Council and School resources.
29.	As a school based model it is critical that the schools themselves own the activity, functions and integrity of the HeadStart model. The agreement for schools to receive the programme is on the basis of adding value to existing school funded related services, such as internally delivered inclusion/pastoral support and bought in external services (e.g. Education Welfare Service). Specifically each element of the programme will be fully funded for two years for a school, thereafter with phased contributions and ultimately by the end of the programme becoming self-reliant via schools budgets predominately and/or incorporating evidence based good practice within existing Council contracts.
30.	Our partnership governance structure (please refer to Appendix 4) will underpin this by including key decision-makers and providing links into the wider agendas. Our commissioning leadership of the programme has already made our planning more joined up, and we will seek to solidify the foundations of this approach moving forward. The co-commissioning group has an intelligence led approach with an understanding of the existing relevant funding streams, including current spend against programme activity. Our strategy implementation will need to demonstrate evidence based interventions measured against key milestones to be able to shift funds to HeadStart activity.
31.	Possible future sustainable delivery model options are being explored and a Lottery funded consultant workshop was held on 26 January 2016 with contracts and procurement management. A subsequent options appraisal exercise will recommend two best fit delivery models for the Council, schools, health and key voluntary community sector organisations to consider to oversee delivery of the HeadStart programme following initial start-up and activity delivery of phase 3.

	This model will maximise potential to deliver both systems change and sustainability not only for HeadStart but moving forward across a range of preventative approaches. This would firmly embed the preventative principles we are looking to build into our HeadStart programme.
<u>Property/Other</u>	
32.	None.
LEGAL IMPLICATIONS	
<u>Statutory power to undertake proposals in the report:</u>	
33.	S.1 Localism Act 2011 allows a Council to do anything that an ordinary person may do subject to complying with the conditions and restrictions set out in S1(2) of the Act. There are no conditions or provisions that would restrict or prevent the proposals in the report going forward subject to compliance with the Council's normal Constitutional procedures and regulations.
<u>Other Legal Implications:</u>	
34.	None
POLICY FRAMEWORK IMPLICATIONS	
35.	Southampton HeadStart vision of increasing happiness and mental wellbeing from children and young people reflects the commitments that both the city and the council have already made in a range of strategies. It supports the city's strategic vision: 'Southampton – City of opportunity where everyone thrives'. The Headstart strategy will be embedded into our strategic framework, and work alongside existing strategies, policies and delivery plans to support our commitment to giving children and young people a good start in life.
36.	The Southampton City Strategy has been developed in partnership with our key strategic partners across the city. The strategy sets out the vision for our city and is delivered by Southampton Connect which has representatives from a range of organisations, including education, police, health, voluntary sector and local businesses. One of the strategies key priorities is 'healthier and safer communities', and that includes commitments to making sure that children and young people have a better start in life, feel safe and secure and have improved health and wellbeing. The strategy is underpinned by cross cutting themes, and one of which includes improving mental health.
37.	In addition, the Southampton City Council Strategy sets out the Council's priorities. This includes priorities relation to prevention and early intervention and protecting vulnerable people. The council is committed to providing good outcomes for children and young people in the city.
38.	Our Health and Wellbeing Strategy has a focus on children and young people's physical and mental health. The Council is updating the Health and Wellbeing Strategy this year, and the Health and Well Being Board considered the HeadStart strategy on 27 January 2016 and spent some time thinking through the plans for sustainability, and agreed to ensure that this is recognised and supported, particularly in how they describe longer term priorities in the next Health and Wellbeing Strategy.

KEY DECISION?	Yes	
WARDS/COMMUNITIES AFFECTED:	All	
<u>SUPPORTING DOCUMENTATION</u>		
Appendices		
1.	HeadStart Model	
2.	Key issues and needs for children and young people's wellbeing	
3.	CONFIDENTIAL - Total programme budget	
4.	Governance Structure	
Documents In Members' Rooms		
1.	Full HeadStart Strategy and implementation plan	
Equality and Safety Impact Assessment		
Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.		No
Privacy Impact Assessment		
Do the implications/subject of the report require a Privacy Impact Assessment (PIA) to be carried out.		No
Other Background Documents		
Other Background documents available for inspection at:		
Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)	
1.	None	