

LONDON BOROUGH OF CROYDON

To: Croydon Council website
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STATEMENT OF EXECUTIVE DECISIONS MADE BY THE CABINET MEMBER FOR CHILDREN, YOUNG PEOPLE AND LEARNING ON 16 SEPTEMBER 2015

This statement is produced in accordance with Regulation 13 of the Local Authorities (Executive Arrangements) Meetings and Access to Information) (England) Regulations 2012.

The following apply to the decisions listed below:

Reasons for these decisions: are contained in the **attached** Part A report

Other options considered and rejected: are contained in the **attached** Part A report

Details of conflicts of Interest declared by the Cabinet Member: none

Note of dispensation granted by the head of paid service in relation to a declared conflict of interest by that Member: none

The Leader of the Council has delegated to the Cabinet Member the power to make the executive decisions set out below:

CABINET MEMBER'S DECISION REFERENCE NO. 52/15/CYPL

Decision title: Best Start for the Children in our Borough - Strategy Implementation

Having carefully read and considered the attached Part A report and the requirements of the Council's public sector equality duty in relation to the issues detailed in the body of the reports, the Cabinet Member for Children, Young People and Learning in consultation with the Cabinet Member for Finance and Treasury

RESOLVED

That, under the delegation from the Leader of the Council dated 16.09.2015, the Cabinet Member for Children, Young People and Learning, in consultation with the Cabinet Member for Finance and Treasury, having considered the requirements of the Council's public sector equality duty in relation to the issues detailed in the body of the attached report approve the recommendations for implementation of Phase 1 of the Best Start programme as follows:

1.1 Children's Centres

1.1.1 Designated Children's Centres

To maintain existing Children's Centre provision across the borough, through the negotiation of a direct contract award under Regulation 8 of the Council's Tendering and Contracts Regulations to 9 providers of designated Children's Centres registered with Ofsted.

1.1.2 Children's Centres – Access Points

To award contracts or service level agreements (dependent on the status of individual schools) to Designated Children's Centres to secure certain premises as service access points, (additional school based centres where provision is also delivered) for the delivery of Children's Centre Services.

A full table which includes Designated Children's Centres and Children's Centre Service Access points is available in Appendix 1 to the report.

1.2 Community, Parenting Aspirations and Parenting Skills

To commission innovative community programmes based on the 'Asset Based Community Development' (ABCD) approach through a competitive an open tender process.

That the evaluation of tenders for the Community, Parenting skills and Parenting aspiration strand is based on the most economically advantageous tender and a weighting of 60% quality and 40% price is applied.

1.3 Targeted Family Support

To deliver the Targeted Family Support in-house by the Council creating integrated multi-disciplinary teams with greater consistency and range of skills. Currently, targeted Family Support workers are employed by designated Children's Centres.

1.4 Best Start Early Learning Collaboration

To commission an innovative collaboration of voluntary organisations and training providers, to be led by a good or outstanding school, through an open tender process (with restricted pre-qualification criteria).

1.5 That the combined commissioning intention proposed in resolutions 1.1, 1.2 and 1.4 above would result in a recommended award to suppliers for the delivery of services for a term of two years from April 1st 2016 to 31st March 2018, with an option to extend for a further 12 months, where appropriate, giving a combined contract value of £12,614,000 (including contract extension).

Date: 2 October 2015

REPORT TO:	The Executive Director for People in Consultation with Lead Member for Children, Young People and Learning and the Lead Member for Finance and Treasury
SUBJECT:	Best Start for the Children in our Borough – Implementation Paper
LEAD OFFICER:	Dwynwen Stepien Head of Early Intervention and Family Support
CABINET MEMBER:	Cllr Alisa Flemming Cabinet Member for Children, Young People and Learning
WARDS:	All
CORPORATE PRIORITY/POLICY CONTEXT:	
<p>This report seeks approval for the implementation of the Best Start for the Children in our Borough Strategy, approved by Cabinet on the 15 December 2014 (Min.A112/14) relating to the Best Start service delivery model and design principles.</p> <p>To ensure that young children get the best start in life, Croydon's Best Start model aims to bring together key services including health visiting, children's centres, early years and the voluntary sector into an integrated service model by 2018.</p> <p>The Best Start programme enables the Council to meet key aspirations included within the Community Strategy 2013-18: to deliver better prevention and early intervention for people who are vulnerable (Goal 2, Priority two).</p>	
AMBITIOUS FOR CROYDON & WHY ARE WE DOING THIS:	
<p>The Council's Commissioning Strategy (2012 - 2015) sets out our approach to commissioning and procurement and puts delivery of outcomes at the heart of the decision making process.</p> <p>Parents and families are the most important part of the Best Start programme and therefore a deliverable commitment to involving parents through co –design is paramount. Listening to what parents say is important, taking their views on board when planning and delivering services and creating opportunities for parents to identify their strengths and use these to support their own and other families. Through co-design, parents and practitioners will work together as equal and active participants so that more things are done with parents and by parents.</p> <p>The development of this commissioning and procurement strategy supports the achievement of the administration's ambition to protect the most vulnerable and to enhance the life chances of children and families.</p>	
FINANCIAL IMPACT	
<p>This report recommends approval in continuation of the development of the commissioning and procurement strategy for Phase 1 of the Best Start Programme, April 2016 to March 2018 as set out in the Report to Cabinet on the 15 December 2014 (Min.A112/14) . The anticipated total contract value will be £8,451,000 over a contract period of two years, with the option to extend for one further year if appropriate (3 year</p>	

contract value will be £12,614,000).

	2016/17	2017/18
Council Revenue Funding	3,583	3,583
Dedicated Schools Grant	705	580
Total Funding	4,288	4,163

At this stage it is not anticipated that further savings would be realised during 2015-2018, with the exception of those already identified against the current commissioning programmes, however, savings opportunities will continued to be explored throughout the contract life time.

KEY DECISION REFERENCE NO: Not a key decision. The key decision will be the award of the contracts, depending on value, these will be reported as appropriate to Cabinet.

The Leader of the Council has delegated to the Lead Member for Children, Young People and Learning and the Lead Member for Finance and Treasury (reference 56/15/LR) the power to make the decisions set out in the recommendations below in implementation of the strategy 'Best Start for Children in our Borough' as approved by Cabinet on the 15 December 2014 (Min. A112/14).

1. draft RECOMMENDATIONS

That, under the delegation from the Leader of the Council dated 14.9.15, the Cabinet Member for Children, Young People and Learning, in consultation with the Cabinet Member for Finance and Treasury, having considered the requirements of the Council's public sector equality duty in relation to the issues detailed in the body of the attached report approve the recommendations for implementation of Phase 1 of the Best Start programme as follows:

1.1 Children's Centres

1.1.1 Designated Children's Centres

To maintain existing Children's Centre provision across the borough, through the negotiation of a direct contract award under Regulation 8 of the Council's Tendering and Contracts Regulations to 9 providers of designated Children's Centres registered with Ofsted.

1.1.2 Children's Centres – Access Points

To award contracts or service level agreements (dependent on the status of individual schools) to Designated Children's Centres to secure certain premises as service access points, (additional school based centres where provision is also delivered) for the delivery of Children's Centre Services.

A full table which includes Designated Children's Centres and Children's Centre

Service Access points is available in Appendix 1.

1.2 Community, Parenting Aspirations and Parenting Skills

To commission innovative community programmes based on the 'Asset Based Community Development' (ABCD) approach through a competitive an open tender process.

It is recommended that the evaluation of tenders for the Community, Parenting skills and Parenting aspiration strand is based on the most economically advantageous tender and a weighting of 60% quality and 40% price is applied.

1.3 Targeted Family Support

To deliver the Targeted Family Support in-house by the Council creating integrated multi-disciplinary teams with greater consistency and range of skills. Currently, targeted Family Support workers are employed by designated Children's Centres.

1.4 Best Start Early Learning Collaboration

To commission an innovative collaboration of voluntary organisations and training providers, to be led by a good or outstanding school, through an open tender process (with restricted pre-qualification criteria).

1.5 The combined commissioning intention proposed in 1.1, 1.2 and 1.4 would result in a recommended award to suppliers for the delivery of services for a term of two years from April 1st 2016 to 31st March 2018, with an option to extend for a further 12 months, where appropriate, giving a combined contract value of £12,614,000 (including contract extension).

2. EXECUTIVE SUMMARY

2.1 The key driver behind the Best Start programme is to secure service transformation in order to respond to growing levels of demand, need and complexity within the borough. Integration of services will ensure that a diverse range of providers within the borough are delivering together to achieve the same outcomes for Croydon's families.

2.2 This will be achieved through a two phase programme of transformation, the commissioning elements of which are listed below:

2.3 Phase 1 includes:

- Children Centre provision to remain unchanged, but with strengthened contractual arrangements in place to focus delivery on Child and Family Outcomes, and to give the Council the contractual framework to hold providers to account.

- Community, Parenting Aspirations and Parenting Skills will be commissioned from the local community and will be based on the 'Asset Based Community Development' approach. Procurement will be through an open procurement exercise.
- Best Start Early Learning Collaboration, will be commissioned, to fulfil the Council's statutory duties for Early Years. Procurement will be through an open procurement exercise, with restricted pre-qualification criteria. The Council will enter a contractual relationship with the lead school in each collaboration.
- Targeted Family Support will be brought in-house into the Local Authority and delivered by staff deployed into one of the three area localities (See appendix 2 for the 3 planning areas).
- Health Visiting and Family Nurse Partnership, will become the responsibility of the Local Authority by October 2015. The commissioning approach for phase 1, will be considered as a separate report due to this new change in responsibility.

2.4 Phase 2:

- Integrated 0-5 commissioning programme to include health visiting, family nurse partnership, early learning and childcare, children's centre services and family support and community services to be designed, commissioned and in place by 2018.

3 DETAIL

3.1 BEST START SERVICE DELIVERY MODEL

3.1.1 A report was submitted to cabinet on the 15th December 2014 (Min. A112/4) which approved the broad strategy for the Best Start Service Delivery Model and design principles. The Best Start Service Delivery Model is based on the transformation of the following services into an integrated service delivery model, Croydon Best Start. It includes the following service areas:

- Health Visiting & Family Nurse Partnership
- Early learning and childcare
- Children's centre services
- Family Support and community services

3.1.2 A fully integrated 0-5 years commissioning framework will be developed to deliver this new model by April 2018, with the shared aim that more young children are ready for school and families are better able to support themselves. The Council together with partners recognise that commissioning a mix of providers including schools, educational training providers, community and voluntary groups, will harness a range of expertise and local

networks. This will better support families and their young children in their own communities which are well placed to respond to need as it arises.

3.1.3 The key areas that the new model aims to address include:

- Greater uptake of the Children Centre's core universal offer
- Improved early learning outcomes for children, particularly in the West of the borough and to help close the gap for more vulnerable children
- Better take up rate of two year old childcare
- Improved referral pathway and information sharing across health and children's centres
- Additional focus for children's centres to support parents to access work and training
- Children centres services to build on and complement community resources
- Services for domestic abuse and sexual violence to be embedded within Croydon Best Start

3.1.4 The proposed Best Start service model is outlined in figure 1:

Figure 1: Proposed Best Start Service Delivery Model



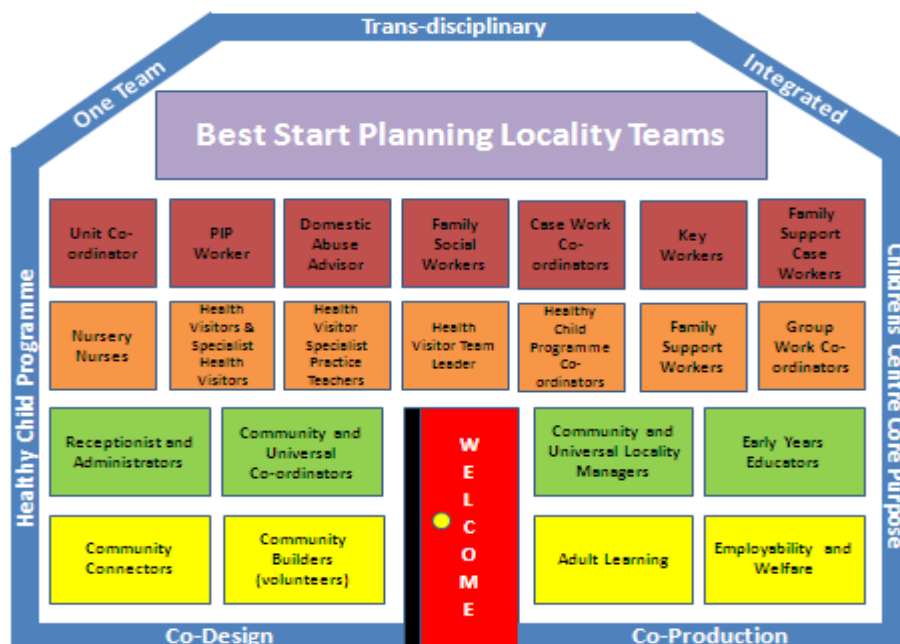
3.1.5 The key components of the model are

- i) Community and children's centre collaborations delivering a comprehensive offer of universal, easy to access services for local families with information available through apps, website, local access points such as faith groups, libraries, local shops etc.
- ii) Multi-disciplinary locality teams delivering the healthy child programme and targeted family support led by health visiting service, aligned with midwifery services and wrapped around GP practices.
- iii) An Early Learning Collaboration leading improvements in early learning by working with early year's settings and locality teams.

3.1.6 The service transformation will ensure families have:

- more consistent and clearer information so they can access services more easily
- more integrated services so that families who need extra support can get that help earlier and reduce the need for later intervention
- a more integrated and efficient approach to sharing information and avoiding duplication so that less families fall through the gap between professionals.

Figure 2: The Best Start ‘House’ – Service Delivery Structure



3.1.7 The Best Start ‘House’ is a visionary representation of how roles within the best start programme will co-exist to provide an integrated service to the local area.

3.1.8 To support this transformation, Croydon was awarded just under £1.5m by the Department of Communities and Local Government as part of their Transformation awards. The funding is for investment in infrastructure including ICT, single assessment and case management systems, co-location and flexible working, and, asset based community development.

3.2 MEETING NEED IN THE BOROUGH

3.2.1 Children’s centres are funded directly by the Local Authority through a local formula that has been developed for Croydon. This is based on the Indices of Multiple Deprivation 2014 and ensures that resources are targeted at areas of greatest need.

3.2.2 The key driver behind the Best Start programme is to secure service transformation in order to respond to growing levels of demand, need and

complexity within the borough. Integration will ensure that a diverse range of providers within the borough are delivering together to achieve shared outcomes for Croydon's families.

3.2.3 Through the commissioning activity in both Phase 1 and Phase 2, the service specifications will emphasise the need for a range of provision to be delivered locally, in order to respond to local need in a timely way. As such, flexibility will need to be incorporated into the specification and contract, to recognise that community needs can change over time and this may require the service model to be adjusted over the lifetime of the contract.

4. IMPLEMENTING CROYDON BEST START PROGRAMME

4.1 There are 2 key phases within the Best Start Programme from now, through to 2018 when the fully integrated Best Start Service model will be in place.

Phase	Dates	Activity
1	<ul style="list-style-type: none"> Now to April 2016 April 2016 – March 2018 	<ul style="list-style-type: none"> Commission the transitional elements of the Best Start Service programme Design Best Start Service Model
2	<ul style="list-style-type: none"> April 2017 – March 2018 April 2018 onwards 	<ul style="list-style-type: none"> Commissioning of fully integrated Best Start Service model begins, with service commencing April 2018 Fully integrated Best Start Service Model in place.

4.1.2 The Cabinet Member for Children, Young People and Learning chairs the multi-agency Croydon Best Start Steering Group which leads on the development of the Best Start Programme. Currently the Steering Group are working to deliver Phase 1 of the programme, the transition phase, with a continued focus on the development of the fully integrated Best Start Service Model that will come into being in Phase 2 (2018).

4.1.3 Integration of the Health Visiting and Family Nurse Partnership into the Best Start delivery model will be in place by 2018. Responsibility for the Health Visiting service is being transferred from NHS England to Local Authorities in October 2015. For this reason, the service will have a separate commissioning strategy for phase 1, which is led by the Council's Integrated Commissioning Unit.

4.2. CURRENT PROVISION

4.2.1 The table below details the Best Start Programme strands and current provision:

Proposed Best Start Programme Strands	Current Provision
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Proposed Best Start Programme Strands		Current Provision
1	Children's Centres Delivers Child Development & School readiness element of Children's Centre Core Offer & the sufficiency duty for Children's Centres.	8 designated Children's Centres (registered with Ofsted) delivering the full Children's Centre Offer 12 Children's Centre service access points with early learning as the focus, and some local universal provision to complement the offer at local designated centres.
2	Community, Parenting Aspirations & Parenting Skills Includes community development, adult learning and employability support. This element wraps around strand 1&2.	Voluntary & statutory sector provision including: <ul style="list-style-type: none"> • home visiting • peer to peer support • outreach services • community-based programmes
3	Targeted Family Support Targeted family support forms part of the Children's Centre Core Offer.	Targeted family support staff directly employed by the 8 designated Children's Centres
4	Best Start Early Learning Collaborations Support & challenge the PVI sector to develop a high quality early learning and childcare offer so the Council can meet its sufficiency duty.	Small in-house team working with settings to cover the following areas: <ul style="list-style-type: none"> • Childcare Setting Development • Training • Inclusive Practice • Partnerships and Home Learning Environment • Development & Evidence Based programmes
5	Health Visiting and Family Nurse Partnership	Single service delivery contract with Croydon Health Services. Health Visitors deliver the Universal and targeted elements of the Healthy child Programme.

4.3. FUTURE PROVISION FOR PHASE 1 TRANSITION PHASE (2016-2018)

Best Start Programme Strand	Future provision	Commissioning approach
1 Children's Centres	Same designated centres and access points No change in what parents can access, focus is maintained on a strong universal and early learning offer.	Negotiate a direct contract award under regulation 8 of the Council's Tendering and Contracts Regulations to existing providers for Children's Centres. Formal contract management arrangements will be in place.

	Best Start Programme Strand	Future provision	Commissioning approach
2	Community, Parenting Aspirations & Parenting Skills	Innovative community programmes based on 'Asset Based Community Development' approach Commission innovative and cost effective programmes building on the ABCD approach.	Open Tender
3	Targeted Family Support	Integrated multi-disciplinary teams with greater consistency and a range of skills Targeted family support workers to be employed by the LA but deployed back to work in Children's Centres.	Provide in-house Associated TUPE implications are detailed in section 12 of this report. The existing targeted family support service will be de-commissioned with the exception of Speech and Language Therapy service.
4	Best Start Early Learning Collaborations	Innovative collaboration of voluntary organisations and training providers, to be led by a good or outstanding school Council's early learning team will join this collaboration to deliver a 'teaching school' approach with peer to peer learning between pre-schools, nurseries and child-minders.	Open Tender (with restricted pre-qualification criteria) To fulfil the Council's statutory duties for Early Years. Associated TUPE implications are detailed in section 12 of this report.
5	Health Visiting and Family Nurse Partnership	Integrated multi-disciplinary teams Health Visitors to be organised into the three Best Start Service Teams.	Responsibility for Health Visiting Service transferred to the Local Authority from October 2015. Development of Phase 1 commissioning strategy is being led by the Integrated Commissioning Unit. This will form part of the integrated Best Start service model by 2018.

5. COMMISSIONING AND PROCUREMENT INTENTIONS FOR SERVICES INCLUDED WITHIN PHASE 1: TRANSITION PHASE (2016-2018)

- 5.1 The proposed approach is to award contracts for a term of two years from 1st April 2016 until 31st March 2018, with the possibility of extending contracts for a further year, with a stated intention to progress to a fully integrated Best Start Service Model from April 2018.

5.2 COMMISSIONING OF CHILDREN'S CENTRES

5.2.1 The recommendation is to maintain existing Children's Centre provision across the borough, through the negotiation of a direct contract award under Regulation 8 of the Council's Tendering and Contracts Regulations to 9 providers of designated Children's Centres (designated Children's Centres are registered with Ofsted).

5.2.2 The providers of Designated Children's Centres also run Children's Centre services through Access Points (additional school based centres where provision is also delivered). In order to secure premises as service access points, the recommendation is that a contract or service level agreement, dependent on the status of individual schools, is put into place. This is to secure defined space within the specified premises for service delivery with an annual sum payable through the total funding available for delivering the Children's Centre aspect of the Best Start provision.

5.2.3 A full table which includes Designated Children's Centres and Children's Centre Service Access points is available at Appendix 1.

5.2.4 The Council proposes the following two approaches in the re-commissioning of the existing Children's Centres, depending on the status of individual schools:

- Where the current provider is a Council Maintained School, and therefore not a separate legal entity to the Council, the Council will enter into a Service Level Agreement with them (5 in total) and therefore no tendering exercise is required.
- Where the Council has transferred the Children Centre building to an Academy the constraints in getting the respective schools to relinquish control of buildings owned by them to a different provider presents a significant risk to continuity of the service. Therefore the proposed approach is to enter into direct contractual arrangements with the Academy using the exception provided within the Public Contract Regulations 2015, Regulation 32.2b (2) when competition is absent for technical reasons and the economic operators hold exclusive rights. This is proposed with the intention to provide stability during a period of change leading to the implementation of the second phase of Best Start programme in early 2018.
- This implementation plan does not propose any changes to current assets.

5.3 COMMISSIONING OF COMMUNITY, PARENTING ASPIRATIONS AND PARENTING SKILLS

5.3.1 The development of this community offer will release the social capital within communities through parents supporting other parents, volunteering and capacity building. A range of service delivery opportunities will ensure that we

maximise the knowledge and local networks available from a larger pool of providers, working within communities.

5.3.2 The community programmes that will be commissioned will meet localised need within the borough through a strong community offer. Commissioned services/programmes will have a strong community focus and will focus on the following key areas:

- ABCD approach – Asset Based Community Development / Community builders
- Adult learning
- Employability

This strand will be commissioned using an open competitive tender process.

5.4 COMMISSIONING OF TARGETED FAMILY SUPPORT

5.4.1 As part of delivering an integrated approach to Early Help services for children 0-5 and their families, through Croydon Best Start, it is proposed that the Council does not continue with the current arrangement of delivering targeted services through the Family Engagement Partnership approach. The proposal is for this function to be provided directly by the Local Authority as part of the new Early Help Pathway and brought within the Best Start programme. As a front line service, staff will be deployed into one of three area localities to deliver the service from Children Centre buildings (See Appendix 2 for area localities).

5.4.2 The proposed service changes will have implications on a number of staff, estimated at 25 – 30, employed by schools in the roles that will be affected in the future. Therefore the Best Start Service will be working closely with respective schools and colleagues in Human Resources to ensure the transfer of staff in-house is properly managed. Where designated Children Centres are run by a maintained school, staff are employed by the Council and therefore there are no TUPE implications as staff continue to be employed by the Council. Where Children's Centres are run by an Academy and staff are employed by the Academy or Academy Trust then TUPE implications do apply. Moving towards a single in house service for these staff will ensure that duplications of provision and effort are overcome and that a standardised approach is adopted.

5.5 COMMISSIONING OF BEST START EARLY LEARNING COLLABORATION

5.5.1 The proposal is to undertake an open tender (with restricted pre-qualification criteria) resulting in the development of a collaboration between a group of schools and other partners securing commitment to working together. The Council will enter a contractual relationship with the lead organisation which should be a good or outstanding school in Croydon.

- 5.5.2 This model takes its form from the principles of system leadership delivered through Teaching Schools and therefore schools are required to be the lead provider in the collaboration. The collaboration will need to be cross sector and include settings who cover the whole age range of children from under 12 months to five years of age.
- 5.5.3 The tender process will invite bids to be submitted by a lead organisation (with whom the Council will eventually contract) in collaboration with any of the following:
- One or more existing teaching schools that work with Croydon settings;
 - One or more good or outstanding nursery schools;
 - One or more good or outstanding settings from the PVI sector, including child-minders, including settings that benefit from the collaboration as well as settings who will offer/deliver services and support;
 - An accredited Further Education training provider
- 5.5.4 The current retained team of 6 Early Learning Advisors and Co-ordinators from the LA Early Learning and Primary Prevention Team, are expected to transfer under TUPE arrangements to the successful lead organisation as part of the new contractual arrangement.
- 5.5.5 The development of an innovative bespoke service model is supported by a market testing exercise that has identified a local appetite for a mixed group of providers to work in this way. This approach builds on the principles within Early Years where there is a mixed market of providers delivering the early learning and childcare funded offers for 2, 3 and 4 year old children. All partners must have been judged as 'Outstanding' or 'Good in their most recent Ofsted inspection in a Croydon based provision.

5.6 COMMISSIONING OF HEALTH VISITING AND FAMILY NURSE PARTNERSHIP

- 5.6.1 Health Visiting and Family Nurse Partnership services form a vital element of the integrated Best Start service model (Phase 2). For Phase 1, the service will become the responsibility of the Local Authority by October 2015 and the commissioning strategy for the interim period 2016 – 2018 is being developed by the Integrated Commissioning Unit.

6. PROCUREMENT PROCESS

- 6.1 Service specifications are being developed and will form the basis for the competitive open tenders for the community, parenting aspirations and parenting skills provision and the Best Start Early learning Collaborations. Although the community, parenting aspirations and parenting skills provision is built on the ideology that communities are often best placed to help each other; the procurement route will still remain a competitive open tender with the market. This is to ensure the tender opportunity is available to a wide

range of providers, and to maximise the response from the market so to ensure the best possible commissioning outcomes for the service. In order to make the opportunity accessible to the local community, voluntary sector and faith community, the service will be divided into smaller service lots or groupings, so that smaller organisations are able to tender for the provision of parts of the service offer.

- 6.1.1 A negotiated direct award process will be carried out with the designated lead school for children centre provision. The specifications will focus on achieving Child and Family Outcomes within an integrated Outcomes Framework. In addition to these outcomes, social value and adherence to staff being paid at least the London Living Wage will be included in the selection criteria.
- 6.1.1 A parents group has been identified to be actively involved with the commissioning activities. Parents will be involved in shaping the service specifications and will be invited to evaluate the tenders as part of an evaluation panel. The tenders will be evaluated in accordance with the Tenders and Contracts Regulation and Corporate Evaluation. Guidance to ensure probity, value for money and that the most economically advantageous providers are chosen for the contract.
- 6.1.2 For the community, parenting aspirations and parenting skills service, along with the Best Start Early Learning Collaboration, a single-stage 'Open' procurement process will be followed. This is to ensure the process is as simple and streamlined as possible while adhering to EU procurement principles. The procurement for the Best Start Early Learning Collaboration will include pre-qualifying criteria to ensure all tender submissions are from relevant providers who have met the criteria as set out in section 5.6. It is proposed that a weighting 60% quality 40% price to be applied to the evaluation instead of the Council standard weighting as the quality of services will directly impact on the delivery of key community outcomes.

7. CONTRACT MANAGEMENT AND COMPLIANCE ARRANGEMENTS

- 7.1 It is expected that contract management will be a shared responsibility across the Children and Young People's Integrated Commissioning Unit and the Early Intervention Support Service. Contract performance will be aligned to a single outcomes framework and collectively reported through the robust governance arrangements agreed to manage the Best Start Programme.
 - 7.1.1 Following contract award, a measurable mobilisation plan will put into place to ensure that all statutory and regulatory processes have been completed prior to the contract commencement date and that clear communication and strong relationships are in place.
 - 7.1.2 Responsibility for the early learning statutory duties will remain the responsibility of the Local Authority as the accountable body, while the delivery of the duties will be transferred to the Best Start Early Learning Collaboration, and the exercise of this function will be closely monitored.

7.1.3 Contract management and compliance arrangements will be specified in the contracts or agreements and will include compliance audits at providers' premises, quarterly contract review meetings, and intermediate ad hoc meetings as required and service user satisfaction surveys.

7.2 PROCUREMENT TIMETABLE

7.2.1 Subject to agreement of the Procurement Strategy, it is intended that the invitations to tender would be advertised and open on the procurement portal during October and November 2015.

7.2.2 The tender evaluation will be completed by the end of December 2015 and a request for approval to award submitted to Cabinet thereafter. It would be the intention to select the providers at the earliest opportunity to enable the new services to commence by 1st April 2016.

7.3 DURATION AND VALUE OF AGREEMENT

7.3.1 It is intended that appointments for the provision of various strands of services should be for a term of 2 years with a total 2 year value of £8,451,000, with an option to extend for a further 12 months where appropriate (total 3 year value of £12,614,000).

8. CONSULTATION

8.1.1 The Best Start programme is built upon co-design and co-production principles and all relevant stakeholders including parents, irrespective of their use of current services, have been consulted in the current proposals and are part of ongoing consultation process. The commissioning intentions and priorities were co-produced with over 104 parents across Croydon.

8.1.2 The co-design process included one to one in-depth interviews, focus groups and workshops carried out by Early Intervention and Family Support (EIFS) service during October and November 2014 as part of the Best Start service redesign. Consultation events took place across the borough including at midwifery and health visitor clinics, children's centres, nurseries, pre-schools, parent and toddler groups and community based setting. These were critical in developing the recommendations on this report.

8.1.3 Additionally, a series of consultation events were held during May and June 2015 that has resulted in the identification of a group of parents who will be actively engaged in the commissioning activities.

8.1.4 Parents will help to evaluate the tenders that are submitted and ensure that their involvement is continued through to the contract monitoring process.

8.1.5 A wider parent engagement strategy has been developed to reflect the involvement of children and families in shaping these services. Further

workshops will be delivered to parents and service providers to provide guidance and support on tendering for outcomes and embedding coproduction as part of their core offer.

8.1.6 Early engagement with all affected staff groups has been undertaken. Formal consultation with those staff directly affected will be undertaken in accordance with TUPE regulations and in accordance with the timeline for this procurement programme.

9. RISKS

Key Risk	Likelihood	Mitigation
There is a risk to the de-stabilisation of current service provision to the most vulnerable children and families whilst the service re-design takes place	Medium	The project team will manage the de-commissioning process for the targeted family support services; measure TUPE risks, agree transfer or exit plan with individual providers.
Existing well established partnerships may be impacted upon by the restructure.	Low	This may include reorganisation of children centre, council, and health partner. Closer working protocols will be developed as part of the Best Start programme.
Issues related to TUPE	Low	Meetings scheduled with Human Resource lead officer to advise on the timeline for consultation and TUPE information required for the tendering exercise. TUPE risks are measured by Human Resource department,

10. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

10.1 The funding for this project is broken down as follows:

	2016/17	2017/18
	£'000	£'000
EXPENDITURE		
Children's Centres	3,464	3,464
Commissioned family support	369	369
Early Years Education provision	455	330
Total Expenditure	4,288	4,163

<u>Funded by</u>		
Council Revenue Funding	3,583	3,583
Dedicated Schools Grant	705	580
Total Funding	4,288	4,163

10.2 SAVINGS OPPORTUNITIES

10.2.1 The savings to the Local Authority (including Public Health) will contribute to the £100m Croydon Challenge by remodelling services and achieving better value for money in the face of financial challenges. An example of these benefits is how the investment in the Best Start workforce and new interventions will help reduce the incidence of taking children into care and /or the level of complexity of needs leading to a total reduction in spend of £1.249m over the ten years.

10.2.2 Cashable savings required from the existing EISS Family Support commissioning have been profiled within the financial provision table in table 10.1.

10.3 THE EFFECT OF THE DECISION

10.3.1 Management savings that are realised due to streamlined management will be used for the frontline work which is already stretched. After 2017-2018 when there is a fully integrated commissioning framework, it is anticipated that savings can be realised through improvements in the service.

10.4 OPTIONS

10.4.1 The commissioning/procurement proposals recommended in this paper are considered to be the optimum approach in the current circumstances and are in accordance with the Best Start report approved by Cabinet on the 15th December 2015.

10.5 FUTURE SAVINGS/EFFICIENCIES

10.5.1 Research demonstrates that there are savings and efficiencies achieved by early intervention, particularly in the early years. The consensus from a wide range of published studies is a return on investment of between £1.37 and £9.20 for every pound invested in the early years.

10.5.2 As part of the DCLG bid, cost benefit analysis was undertaken that demonstrated a rate of return on the DCLG investment of 2.34 with a notional payback period of 3 years. The net present public value (NPPV) of the Best Start project is £14,759,117. The net present value of the costs and benefits are £2,919,720 and £17,678,837 respectively. A full cost benefit analysis will

be undertaken during 2015/2016 in accordance with the DCLG transformation award. Work is on-going with Queens University Belfast to ensure that an evaluation framework is in place that not only captures performance information but the longer term impact of Croydon Best Start on young children's development.

(Approved by: Lisa Taylor Head of Finance and Deputy s151 Officer.

11. COMMENTS OF THE COUNCIL SOLICITOR AND MONITORING OFFICER

- 11.1 The Council Solicitor comments that the procurement process as proposed in this report would meet the requirements of the Council's Tenders and Contracts Regulations and the statutory duty to demonstrate best value under the Local Government Act 1999

(Approved by: Gabriel MacGregor, Head of Corporate Law on behalf of the Council Solicitor & Monitoring Officer)

12. HUMAN RESOURCES IMPACT

- 12.1 At a strategic level, this report makes recommendations that will require various HR interventions, which impact on both Council staff and non-Council staff employed in other establishments/organisations (such as children's centres and Academies). The relevant service leads are liaising with the Council's HR team to identify the HR implications. These will be managed in accordance with Council policy and employment legislation to mitigate any risks and ensure the appropriate HR process is followed.

- 12.1.2 In particular, this report makes recommendations involving service provision changes which may invoke the effects of the Transfer of Undertakings (Protection of Employment) 2006 Legislation (amended 2014). However, where the activities of the new service are "fundamentally not the same", TUPE may not apply, as provided for by the 2014 amendments to the Transfer of Undertakings (Protection of Employment) 2006 Legislation.

- 12.1.3 Where the Council is not the employer the application of TUPE, or otherwise, would be determined between the service providers. Nevertheless, this would remain a change of service provision for which the Council is the client; on that basis, the role of the Council would usually extend no further than facilitating the process.

- 12.1.4 Where TUPE applies, the affected staffing group would transfer to the new employer on their existing terms and conditions of service.

12.1.5 Full consultation will take place in conjunction with key stakeholders, their HR provider, Trade Unions and the affected staff to consult on the proposals and mitigate the number of people adversely affected by the change.

(Approved by: Deborah Calliste, HR Business Partner, on behalf of the Director of Human Resources)

13. EQUALITIES IMPACT

13.1 An initial equality analysis of the Best Start model was undertaken as part of the work on the Primary Prevention Plan 2012-2015 – the early partnership work upon which Best Start is based. The analysis identified that the change proposed through the Best Start model is likely to have a positive impact on equality groups that share a protected characteristic.

13.1.2 The initial equality analysis suggests that the Best Start model will consider and address the specific needs of young children and their families, mothers and mothers to be, women experiencing mental health conditions and service users from BME communities in a holistic way. It will also enable earlier and better identification of the needs of vulnerable children and young people and parents with a disability or mental health condition.

13.1.3 A full equality analysis for the Best Start service model has been commenced in accordance with corporate requirements and indicates that there are no significant impacts on any protected groups that would result in a change to the commissioning of the proposed services. The equality and inclusion issues that are identified will be considered; mitigating actions will be developed and delivered and agreed equality outcomes will be monitored through the mainstream service monitoring framework. A copy of the work completed to date has been appended to this report

14. ENVIRONMENTAL IMPACT

14.1 All tenderers will be asked to describe the measures they have in place to minimise the impact of their business on the environment.

15. CRIME AND DISORDER REDUCTION IMPACT

15.1 There is a long term positive impact as evidenced by the research on early intervention that well attached and healthy young children are less likely to be involved within the criminal justice system

16. REASONS FOR RECOMMENDATIONS/PROPOSED DECISIONS

16.1 The administration is committed to promoting early intervention, particularly in the early years, so that all children have the best start in life. The transformation of existing services into a single service model will enable more families to be healthy and resilient and able to maximise their life

chances and independence. The Best Start service model aims to be innovative and enterprising in using available resources to change lives for the better.

16.2 OPTIONS CONSIDERED AND REJECTED

16.2.1 Full structural integration including specialist health services and social care: This option was carefully considered as the potential benefit was recognised of a single organisational structure delivering the whole under-five offer. However the complexity and costs of achieving this would, in the short-term, outweigh the benefits. Furthermore, advice from the Early Intervention Foundation on 0-5 integration shows that 'full' integration is not always the best route.

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BACKGROUND PAPERS - LOCAL GOVERNMENT ACT 1972

- Croydon DCLG Transformation Award application 2014,
- <https://www.gov.uk/government/publications/early-education-and-childcare--2>
- [DfE Statutory Guidance for Children's Centres, 2013;](#)
- [Childcare Act 2006;](#)
- [Ofsted inspection handbook for children's centres and early years settings,](#)
- <http://www.eif.org.uk/>
- <https://www.gov.uk/government/news/graham-allen-launches-second-report-on-early-intervention>
- https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/284086/early-intervention-next-steps2.pdf
- <http://www.wavetrust.org/our-work/publications/reports/conception-age-2-age-opportunity>

APPENDIX 1 – CHILDRENS CENTRES IN CROYDON

CHILDRENS CENTRES IN CROYDON – CONTINUED PROVISION					
Area	Name	CC Status	Host School / Provider	Building status	
North	1	Kensington Avenue Children's Centre	Designated	Kensington Avenue Primary School	Maintained
	2	Norbury Children's Centre Service Access Point	Access Point	Norbury Manor Primary School	Maintained
	3	Winterbourne Children's Centre Service Access Point	Access Point	Winterbourne Infants	Maintained
	4	Thornton Heath Children's Centre Service Access Point	Access Point	Thornton Heath Nursery School (managed by Pegasus Academy)	Maintained
	5	Ecclesbourne Children's Centre Service Access Point	Access Point	Ecclesbourne Primary School (Pegasus Academy Trust)	Previously transferred to Pegasus Academy
South	6	Byron Children's Centre	Designated	Oasis Academy Byron (Oasis Trust)	Previously transferred to Oasis Academy Trust
	7	Purley Oaks Children's Centre	Designated	Purley Oaks Primary School	Maintained
	8	Sanderstead Children's Centre Service Access Point	Access Point	Atwood Primary Academy	Previously transferred to Atwood Primary Academy
East	9	Woodlands Children's Centre	Designated	Gilbert Scott Primary School	Maintained
	10	Fairchildes Children's Centre	Designated	Fairchildes Academy	Previously transferred to Fairchildes Academy
	11	Castle Hill Children's Centre Service Access Point	Access Point	Castle Hill Academy (Reach2)	Previously transferred to Castle Hill Academy (Reach2)
West	12	Aerodrome Children's Centre	Designated	The Aerodrome Academy (Reach 2)	Previously transferred to The Aerodrome Academy (Reach2)
	13	Selhurst Children's Centre	Designated	Selhurst Children's Centre	Maintained
	14	Peppermint Children's Centre Service Access Point	Access Point	Acorns 2 Oaks (provision delivered through SLA with Selhurst Children's Centre)	LBC Asset - subject to Section 28 funding
	15	Canterbury Road Children's Centre Service Access Point	Access Point	Acorns 2 Oaks (provision delivered through SLA with Selhurst Children's Centre)	LBC Asset - pending Community Asset Transfer
Central	16	Crosfield Children's Centre	Designated	Crosfield Nursery School and Children's Centre	Maintained
	17	Shirley Children's Centre	Designated	Forest Academy (Synaptic Trust)	Croydon Council Asset
	18	Malling Close Children's Centre Service Access Point	Access Point	Crosfield Nursery School and Children's Centre	Croydon Council Asset
	19	Woodside Children's Centre Service Access Point	Access Point	Woodside Primary School	Maintained
	20	Tunstall Children's Centre Service Access Point	Access Point	Tunstall Nursery School	Maintained

APPENDIX 2 – PLANNING AREAS IN CROYDON

Area 1	Area 2	Area 3
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NB. The ward map for the planning areas as signed off by the Early Help Board.