

	<u>Agenda Item: 8</u>
Report to:	Birmingham Health & Wellbeing Board
Date:	26th January 2016
Title:	HEADSTART GOVERNANCE AND STRATEGY
Organisation	The Children's Society
Presenting Officers	Rob Willoughby, Tim Boyes
Report Type:	Decision

1. Purpose:
To report on the outcome of a review of the Birmingham Big Lottery Fund HeadStart programme and to make recommendations for the future Governance and Strategy of the HeadStart Stage 3 programme.

2. Implications:		
BHWPB Strategy Priorities	Child Health	Y
	Vulnerable People	Y
	Systems Resilience	
Joint Strategic Needs Assessment		
Joint Commissioning and Service Integration		
Maximising transfer of Public Health functions		
Financial		
Patient and Public Involvement		Y
Early Intervention		Y
Prevention		Y

3. Recommendations
<p>3.1 The Birmingham Health and Well-Being supports the strategic focus of the HeadStart stage 3 programme to support secondary schools in the city to develop the mental resilience of young people and in particular the more vulnerable young people</p> <p>3.2 The Board confirms The Children's Society as the "Responsible Body" until different arrangements are proposed.</p> <p>3.3 The Board delegates Governance of the HeadStart programme stage 3 to the Birmingham Education Partnership.</p>

4.1 Background

- 4.1.1 In November 2013, the Big Lottery Fund (BLF) invited 12 authorities to apply to be a HeadStart area to build the resilience of young people aged 10-14 to prevent mental health problems particularly for at risk young people. The funding for Stage 1 of the HeadStart programme was awarded to the Birmingham Health and Well-Being Board on behalf of the city with the Local Authority as the accountable body. All 12 HeadStart areas nationally were encouraged by the BLF to appoint voluntary sector partners as lead agencies for the local programmes in line with the other four BLF strategic programmes. The HeadStart programme will be funded by the BLF to the value of £75M over its lifetime up to 2021.
- 4.1.2 In April 2014, Birmingham City Council completed an open exercise to identify a lead agency and accountable body for the Birmingham HeadStart partnership. The Children's Society (TCS) were chosen by the City Council as this lead agency for the period 2014 to 2020 to cover the stage 2 bid, the stage 3 bid and the subsequent delivery period. In the other 11 HeadStart areas all the programmes are being led by the relevant Local Authorities and Birmingham is the only HeadStart Partnership being led by a VCS organisation.
- 4.1.3 In June 2014, TCS submitted a stage 2 bid which was approved by the Lottery to the value of £500k. This stage 2 programme has subsequently been extended until July 2016 to create a two-year stage 2 programme to cover two school years rather than the 16 month period originally planned.
- 4.1.4 As part of the Stage 2 bid all partners including BCC, the CCG and VCS partners signed a partnership agreement. This outlined the partnership roles for the six years of the programme including The Children's Society as the accountable body until 2021.
- 4.1.5 TCS on behalf of the HeadStart partnership has been reporting on progress to the Birmingham Health and Well-Being Board over the last 18 months.
- 4.1.6 In July 2014, the Big Lottery Fund requested the Birmingham HeadStart partnership to clarify and strengthen its governance and subsequent strategy for Stage 3. Two of the key criteria announced by the BLF for stage 3 is the long term sustainability of the programme and the degree to which the local HeadStart programme will achieve systematic change and learning across all services and professionals. BLF were of the opinion that the Birmingham programme needed to strengthen its governance and strategy to delivery these core outcomes of sustainability and system change.
- 4.1.7 In terms of major developments in Birmingham over the last 18 months the majority of schools in the city have joined together in the new Birmingham Education Partnership (BEP). This is a schools membership organisation that has subsequently been commissioned to lead on school improvement in the city. The Council and CCG see the BEP as a key organisation in children's

services in the city.

4.1.8 The three CCG's in Birmingham under the leadership of Birmingham South Central CCG have also developed an innovative and ground breaking new specification for mental health provision for children, young people and young adults up to the age of 25. The winning tender for this work is 'Forward Thinking Birmingham', a consortium of five agencies including The Children's Society led by Birmingham Children's Hospital. Two of the key objectives of this new service due to start in April 2016 is to widen access to mental health help and support for young people and to increase system capacity to reach unmet mental health needs.

4.1.9 Birmingham HeadStart Partnership have reported to the Birmingham Health and Well-Being Board on three previous occasions – with updates on progress and in building links across the city.

4.2 Review of Governance and Strategy

4.2.1 Since July 2015 the HeadStart Partnership led by TCS has reviewed the governance of the programme. A wide-ranging conversation has taken place both formally and informally across the city. During the summer it was identified that there were three options for strengthening the governance of the programme;

- To align HeadStart to the Forward Thinking Birmingham consortium and new service model.
- To align the HeadStart programme to the City Wide Early Help strategy, being led by the Local Authority and the Police
- To align the HeadStart programme to the Birmingham Education Partnership.

4.2.2 It is recognised by all partners that HeadStart is a broad programme taking an ecological approach to preventing mental health problems in at risk 10-16 year old young people that will involve interventions in school, community, family and digital spheres of influence. The programme will also have a strong emphasis on participation and co-production with young people, parents and communities.

4.2.3 An extraordinary meeting of the HeadStart Board recently discussed the above options. In the meeting which included senior officers from the LA, CCG, FTB and BEP - Forward Thinking Birmingham recognised the opportunity to lead and shape the HeadStart programme but stated that they did not feel at this time that it was appropriate to take on the governance of a new area of work whilst it was mobilising a new and complex service transformation programme.

4.2.4 There was a strong debate about the remaining two options. In the view of The Children's Society as lead organisation there was a general consensus that working closely with BEP was a positive strategic way forward.

4.25 The meeting also noted that the existing children's partnership structure in the city – notably the Children's Leaders Forum, The Safeguarding Board, the shadow Children's Joint Commissioning Board and the Health and Well-Being Board also provide opportunities for clarity of governance and decision making.

4.3 The Governance arrangements for Birmingham HeadStart.

4.3.1 Following the meeting on the 15th October there has been further and significant debate about the ways of aligning the HeadStart governance and strategy – with a significant contribution from both the Strategic Director for People in the City Council and the CCG accountable officer that BEP provides the greatest strategic opportunity in the city to support mental health prevention work for at risk young people and that it should have a lead governance and delivery role.

4.3.2 The current HeadStart Partnership recognised that BEP has strong governance arrangements as a result of previous events in the city and challenges that schools have faced. Also the Board (and chair in Estelle Morris) provide both strong leadership for the organisation and strong assurance for BLF in the quality of that leadership.

4.3.3 However as BEP is a relatively new organisation, and following further discussions BEP have agreed that it will be helpful and practical for TCS to continue to take a lead role in the programme management and financial management of Birmingham HeadStart for the initial years of the HeadStart stage 3 programme.

4.3.4 Following the discussion above, and the meeting on the 15th October, The Children's Society would like to propose the following governance arrangements for the Birmingham HeadStart programme.

- That the Birmingham Health and Well-Being Board as the statutory strategic body responsible for HeadStart delegate responsibility for the delivery and oversight of Birmingham HeadStart to the BEP Board, supported by The Children's Society.
- That the BEP Board agrees the HeadStart Partnership Board to be a formal sub-committee with appropriate cross membership reflected in the relevant terms of reference.
- That the HeadStart Partnership Board membership and Terms of Reference is reviewed to strengthen the participation of schools, LA and CCG and to widen representation for young people, parents and community groups.
- That a BEP officer and a TCS officer co-chair the Board.
- That BEP supported by TCS will report to the Big Lottery Fund and the Birmingham Health and Well-Being Board at agreed intervals.

4.5 The Strategy for Birmingham HeadStart

- 4.5.1 As the lead agency for Birmingham HeadStart - the Birmingham Education Partnership will provide an unparalleled opportunity to work with schools and to support schools to develop their mental and emotional health prevention work.
- 4.5.2 That working with BEP the HeadStart Partnership will design a HeadStart programme that is characterised by schools helping each other and that builds sustainability and system change from day 1.
- 4.5.3 Currently in stage 2 of the programme – funded from September 2014 to August 2016 - HeadStart has been working with four schools in Birmingham (Holte Academy, Washwood Heath Academy, Greenwood Academy and the City of Birmingham School (PRU). In addition HeadStart has been working with community groups, parents and groups of young people as HeadStart Mentors and Agents.
- 4.5.4 The lessons from Stage 2 of the programme are: -
- That a vehicle for the coherent delivery of wellbeing support in schools will support the implementation of Forward Thinking Birmingham and the Early Help strategy.
 - That Schools are desperate for help in supporting the mental and emotional health of their students. A survey of schools in Birmingham supported by BEP identified this issue as a key priority for the future.
 - That teachers need more help and support in understanding mental health problems and the early identification of young people at risk of problems with their emotional health and wellbeing That teachers welcome support and training in innovating the curriculum to include mental and emotional health issues.
 - That mentoring programmes in the area of mental and emotional health are helpful to the school and for young people and are enjoyed by young people.
 - That a programme of support for schools needs to work with the ethos and the senior management of the school to ensure it is sustainable for the future.
 - That there is poor understanding of how LA and NHS services can work with schools
 - That many schools have poor links to support in their local communities and want to build on this to facilitate earlier help for young people
 - That many families feel distanced from secondary schools and do not feel able to or know how best to work with the school in supporting their children
 - That intensive support for pupils including their families is helpful in enabling some young people who may be at risk of exclusion.
 - That there is a concern and opportunity about how the digital world of young people can harm or support their mental and emotional health.
- 4.5.5 Therefore the strategy for Stage 3 HeadStart due to be submitted to the lottery on the 26th of February 2015 takes into consideration the autonomy of schools, the importance of the different leadership roles within schools for setting an ethos of good emotional health and wellbeing and how schools can

support early help for at risk young people. The strategy comprises the following:

- The creation of a programme of world-class lectures and seminars on how school improvement can be supported by improvements in mental and emotional health.
- Creation of a centre of excellence for teachers to support excellent teaching across the curriculum which in itself builds the emotional resilience of young people, and to support teachers in working with both the academic and emotional life of their pupils.
- Creation and investment in a new senior role within schools - a Designated Senior Leader for Mental and Emotional Health – with training and support for the role across the city, and with training and support for senior leadership teams and governors.
- To develop standardised approaches to understanding how young people aged 10-16 can be assessed for their vulnerability and how schools can respond to these assessments.
- To enable young people to help shape the ethos of their schools so that their mental and emotional health is better understood by school leadership and that young people play a part in improving the school.
- To target young people in secondary schools who are on the edge of exclusion as the key group to help improve their mental and emotional health
- To target 10 schools in 10 districts in the first year of the stage 3 programme who will be matched with 10 other schools in a school improvement plan for both schools.
- Following review of year 1, to roll out the HeadStart programme in years 2-5, ensuring that nothing is developed that is not sustainable and part of schools on-going commitment to schools improvement.
- To build networks of VCS and community groups around schools so that schools are not isolated from their local communities and that HeadStart is therefore influential in the implementation of Birmingham's Early Help Strategy.
- To ensure that the super-diversity of Birmingham and the complexity of young people attending schools all over the city – is built into the HeadStart programme and that ensures it is relevant to all young people and families
- To enable schools to purchase and manage quality services to support the welfare and mental and emotional health of their students.
- That the new mental health provision for Birmingham – led by Forward Thinking Birmingham – is understood and linked to secondary school in the city and that referrals and access for children works effectively.

4.5.6 The outcomes we are planning to achieve for the HeadStart programme are that: -

- There will be fewer behaviour incidents in schools in the city
- There will be fewer pupil exclusions for young people aged 10-16
- That in time there will be fewer and better referrals for NHS mental health support from secondary schools.
- That 'resilience surveys' of young people/pupils in the city will show significant improvement during the five years of the programme.
- That the collective purchasing of family support, mental health services by schools is monitored and evaluated to ensure quality provision and value for money.

5. Compliance Issues

5.1 Strategy Implications

HeadStart Birmingham is aligned to all three of the Health and Wellbeing Board's priorities. Working with 10-16 year olds, Birmingham HeadStart supports the building of mental health resilience for young people at a time when half of all life-long mental health issues begin to show signs of developing.

A successful bid for Stage 3 will firmly link HeadStart with objectives around system resilience.

5.2 Governance & Delivery

HeadStart Birmingham continues to be overseen by a Partnership Board consisting of 12 members including LA and CCG Commissioners, Public Health, Police, BSMHFT, Warwick University.

A Programme Manager working for The Children's Society co-ordinates the delivery of the work streams and a core group of delivery partners meet bi-weekly to continue to drive forward delivery and pull out learning.

The Learning Collaborative is now led by The Children's society and meets monthly to make sense of and begin to disseminate learning from the Programme.

5.3 Management Responsibility

Board Member – Adrian Phillips

Rob Willoughby – Area Director, The Children's Society

Anna Robinson - HeadStart Programme Manager, The Children's Society

6. Risk Analysis			
Identified Risk	Likelihood	Impact	Actions to Manage Risk
Governance for Birmingham HeadStart is different to other 11 areas with TCS and BEP, and will be seen by the Big Lottery Fund as insufficient.	Medium	High	Health and Well-Being Board support the governance proposals, and will support BEP in the years to come to deliver an outstanding HeadStart programme, monitoring progress on a regular basis.
Due to the challenge to strengthen Birmingham HeadStart governance by BLF the development of the Stage 3 detailed programme is behind schedule.	High	High	Big Lottery Fund have been part of the governance discussions and the emerging strategy for stage 3, meeting with the partnership board and TCS regularly.
The focus on governance and strategy has meant that stage 2 delivery and spreading the learning from stage 2 has not had sufficient priority	High	Medium	TCS as lead partner has appointed a new officer for marketing and communications and is working well with stakeholders across the city.
Other initiatives and developments in mental health services and support for schools – are not linked or shaped by BEP and HeadStart.	High	High	Representations by TCS and BEP to commissioners have been made to ensure that future developments dovetail and support the HeadStart Strategy.

Signatures <i>P. A. Hamilton</i>	
Chair of Health & Wellbeing Board (Councillor Paulette Hamilton)	
Date: <i>16/1/2016</i>	