

Report for: Cabinet

Date of Meeting:	10 th February 2022
Subject:	Programmes and Services for Children and Young People in partnership with the Voluntary and Community Sector
Key Decision:	Yes - as the decision sought will affect more than two wards
Responsible Officer:	Paul Hewitt - Corporate Director People Services
Portfolio Holder:	Councillor Christine Robson - Portfolio Holder for Education and Social Services for Children and Young People
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	All
Enclosures:	None

Section 1 – Summary and Recommendations

This report sets out the Council's approach to coordinating and delivering grant funded community services activities for children and young people in partnership with the voluntary and community sector.

Recommendations:

Cabinet is requested to:

1. Agree to the direct award commissioning of Young Harrow Foundation to plan and deliver voluntary and community services activities for children and young people on behalf of and with the Council from April 2022 for up to three years to a contract value of £213,477 (inclusive of VAT).
2. Agree to waiving the requirement in the Council's Contract Procedure Rules to undertake a tender process for commissioning this service.
3. Delegate authority to the Corporate Director People Services following consultation with the Portfolio Holder for Education and Social Services for Children and Young People and the Portfolio Holder for Finance and Resources to issue a direct award to Young Harrow Foundation (YHF) to coordinate the delivery and evaluation of the DfE funded Holiday Activities and Food Programme and other grant funded activities on behalf of the Council and partners.

Reasons (for the recommendations):

To fulfil the requirements for Local Authorities to provide community services activities for children and young people and where applicable to meet aims and objectives set out the grant funded agreements.

Section 2 – Report

Introductory paragraph

1. This report sets out the Council's approach to delivering grant funded programmes and services for children and young people in partnership with the voluntary and community sector. This approach builds on the pilot model, agreed by Cabinet in March 2021, with the Council and Young Harrow Foundation (YHF) to deliver the Government's Holiday Activities and Food Programme (HAF) 2020/21.
2. In addition, it is proposed to extend this model to include the Government's HAF Programme 2022/23 and other funding opportunities as and when they arise. Funding maybe grants to the Council, council core funding or partners including Health for services for children and young people.

3. Harrow Council recognises and values the important role of the local community and voluntary sector and the preferred approach is to partner with Young Harrow Foundation, who work with a wide range of partners and are able to co-ordinate the delivery of programmes and services. It is proposed that this arrangement is for up to three years April 2022- March 2025.
4. The partnership with the voluntary sector will contribute to the Council's corporate priorities by tackling poverty and inequality and addressing health and social care inequality whilst stimulating our local economy.
5. There are currently two funding sources that could be delivered through this model:
6. **DfE Holiday Activities and Food Programme 2022/23.** Following the success of the pilot programme in 2020/21, in December 2021, the DfE announced the continuation of grant funding for local authorities to co-ordinate free holiday provision, including healthy food and enriching activities, for children who receive benefits-related free school meals. Local authorities have the option to coordinate these programmes themselves, and/or to work with another organisation to coordinate the provision on their behalf.
7. **Young Adults Mental Health Community Grant Scheme.** As part of the 16-25 mental health pathway implementation, CNWL are awarding a grant to Harrow Council to partner with Young Harrow Foundation to commission small mental health voluntary organisations to improve local pathways.

Options considered

8. The following options have been considered:
 1. Commission Young Harrow Foundation to co-ordinate the planning and delivery of initiative, services, programmes and activities for children and young people in partnership with the Council.
 2. The Council to co-ordinate the planning and delivery of initiatives, services, programmes and activities for children and young people.
 3. Do not deliver initiatives, services, programmes and activities for children and young people.
9. The Council is unable to co-ordinate the delivery of the programmes at this time and maintain its covid response. Option 3 is not acceptable given the importance of these programme for disadvantaged children and young people in Harrow.
10. Option 1 is the preferred option as YHF is the only organisation that does not deliver activities to 0-25-year-olds directly, thus eliminating a risk of challenge to the council and maintaining impartiality. Young Harrow

Foundation have the skills, experience and track record of coordinating, managing grants, holiday provision and have over 200 local organisations registered that already provide good quality activities, education and parent support to residents in Harrow.

11. YHF have provided an evaluation of the HAF 2021/22 Programme. The impact and outcomes on vulnerable children and young people is positive and the model of delivery has contributed to the success of the programme in meeting the DfE's aims and objectives.

Harrow's Delivery Model

12. Harrow's preferred delivery model is to work with Young Harrow Foundation to plan and deliver these grant funded programmes.
13. Young Harrow Foundation (YHF) is a membership organisation supporting the local voluntary sector to build capacity, increase fundraising opportunities and to facilitate partnership working in the community. YHF has been operating for over five years and has worked closely with the Council on a variety of initiatives. YHF operates as a delivery partner working with and across all sectors to ensure the best opportunities for children, young people and their families in Harrow.
14. Over the last five years YHF has raised, facilitated and distributed over £4 million in funding, administering small grant programmes and, holiday schemes. Importantly for these programmes, YHF have over 200 member organisations registered, delivering local provision and specialist support to children and young people and their families.
15. In the 2021 HAF pilot programme, YHF were invited to submit a proposal to work with the Council to plan and deliver the programme in accordance with the DfE's requirements.
16. The HAF scheme has been extended for a further 3 years and It is proposed that YHF deliver the Government's Holiday Programme in a similar successful way. This is based on the following reasons:
 - As a VCS partner organisation there is a robust and positive relationship with the Council.
 - The YHF membership includes providers across Harrow that are actively providing services and opportunities for children and young people across Harrow.
 - YHF has a map of provision across Harrow – providing a strong foundation on which to plan the Holiday offer.
 - YHF are able to explore and potentially extend service offer to the widest cohort of children and young people through identified additional resources, for example corporate sponsors, maximising the reach of services, beyond the scope of the original funding. .
 - The approach proposed will engage with a range of VCS organisations functioning in Harrow which will contribute to engaging with hard to reach communities
 - YHF will plan the programme and sub-contract with other VCS organisations to deliver. There will not be any financial interest for

YHF other than the costs of administering the programme as the funding will be passported to the VCS.

Funding and Resources

17. YHF will receive 10% of the funding for their management and administrative costs where the awarding body's grant terms & conditions allow.
18. The maximum grant that YHF is able to receive over the three-year period of this operating model is £213,477 including VAT, in accordance with Procurement Legislation. Any payment above this could trigger a requirement to competitively tender the contract.

Governance

19. The performance of Young Harrow Foundation to fulfil the 2021/22 HAF programmes aims and objects has been monitored and evaluated throughout the year via an established governance arrangement with the Council. It is proposed that this governance continues for the duration of this operating model with YHF.
20. The governance structure consists of the HAF Strategic Group comprising Senior Officers within the Council. This group will approve the plan for each holiday period, the appointment of the VCS organisations to deliver activities, financial expenditure, monitor performance against the YHF Plan and data returns to DfE. This Group is chaired by Director of Children and Families Division.
21. The HAF Steering Group consists of stakeholders and operational managers. The role of this group is to implement the plan agreed by the Strategy Group and design the delivery of the programme including the selection of providers.
22. Together with Young Harrow Foundation, the Council will continue to monitor and evaluate the impact, equalities and access to the provision in line with the DfE requirements.
23. The CNWL Community Grant Scheme will follow the same governance practice as the HAF programme.
24. The Council will receive grant funding to deliver these provisions. The funding received is to cover the provision of the HAF programme activities and allocate small grants to mental health providers and the coordination of the programme locally. The funding for 2022/23 will be released to the Council to sub-contract Young Harrow Foundation as follows:

DfE HAF	CNWL	Total for 2022/23
£663,060	£74,000	£737,060

25. YHF will receive up to 10% of the total grant to pay for co-ordination of the programmes and the remaining 90% must be allocated to the voluntary sector for the delivery of the provision.
26. Future years funding from DfE and Health will be released in autumn on an annual basis.

Proposed Programmes for 2022/23

There are two funding opportunities for 2022/23 that are suitable for delivery through the YHF Partnership. They are outlined as follows:

The Government's Holiday Activities and Food Programme (HAF)

27. The Government's pilot programme initially began in 2018 and was expanded to include all local authorities from 2021. The focus of the programme is to ensure that there is holiday club provision available for all children eligible for benefits-related free school meals in the area.
28. The programme has been extended until in line with the Governments spending review for three years from 2022, local authorities will receive the funding and confirmation on a year by year basis.
29. The holiday club provision is required to meet the DFE's core aims and objectives listed as follows:
 - Healthy meals
 - Enriching activities
 - Nutritional education
 - Signposting and referrals
 - Policies and procedures
30. The programme will provide free places to eligible children for the equivalent of at least four hours a day, four days a week, six weeks a year. This covers four weeks in the summer and a week's worth of provision in each of the Easter and Christmas holidays. Local authorities and their providers have flexibility about how they deliver this level of provision.
31. For 2022/23 the grant is £663,060.

Young People's Mental Health Pathway

32. Central North West London Trust (CNWL) is leading on the transformation of mental health care for young adults (16-25 years) within North West London (NWL). The new pathway will provide a high quality, safe and effective access tailored for the 16-25 age range, aiming to reduce gaps, address unmet needs, facilitate smooth transitions, and ensure a positive service user experience.
33. The new NWL Young Adult Mental Health Model has been designed and developed by young people and in partnership with stakeholders and local organisations based within Harrow.

34. The model is built on the requirements from the NHS Long Term Plan with resources allocated on a borough wide level. CNWL are now moving towards the implementation of the new model and looking to tailor this model to meet local needs in each NWL borough and to have impact and work to;

- Improve equality of access to early intervention
- Address inequalities and better identify unmet need
- Improve access and quality of mental health provision
- Engagement and navigation of support

35. In order to achieve this, CNWL have developed a Community Grants Scheme to support the local voluntary sector. The grant is flexible and could scale up a current project that is proven to work or by extending a current project or develop new or different ways to work better between organisations.

36. For 2022/23 the grant is £74,000

Performance Issues

37. The performance of Young Harrow Foundation to fulfil the 2021 HAF programmes aims and objects has been monitored and evaluated throughout each holiday activity period.

38. From the 2021 HAF target reach, of Harrow's school's pupils, 34,709 that were of compulsory school age pupils (Reception to Year 11), 4,979 pupils (14%) were eligible for Free School Meals (FSM) as at the October 2020 school census. Of the eligible pupils 4,233 pupils are residents of Harrow.

39. The performance of YHF for the delivery of future funded schemes will be reported to the Steering Group.

Environmental Implications

40. There are no environmental factors identified from this report

Data Protection Implications

41. Young Harrow Foundation have in place an active signed data protection agreement with the Council. If required YHF will sign further agreements in relation to data for example, FSM data and requirements from the funders eg DfE.

42. All providers commissioned by YHF will be asked to submit their GDPR policy and data protection agreement.

Risk Management Implications

43. Risks included on corporate or directorate risk register? **Yes – Directorate Risk Register**

44. Separate risk register in place? **No**

45. The relevant risks contained in the register are attached/summarised below. **Yes**

The following key risks should be taken into account when agreeing the recommendations in this report:

Risk Description	Mitigations	RAG Status
Young Harrow Foundation (YHF) fail to deliver the programmes and comply with the grant conditions	<ul style="list-style-type: none"> ▪ The performance will be monitored and evaluated through established governance arrangements with the Council ▪ The strategic group, chaired by Director Children and Families, will approve the plan for each grant funded programme, the VCS organisations delivering activities, financial expenditure, and monitoring performance against the YHF Plan and data returns to the funders. ▪ Payment will only be released to the Council by the funders once the proposal has been agreed. ▪ Each project and proposal will have its own risk register and feed into the strategic group for approval. ▪ Arrangements are in place for termination/exit of the contract, for arbitration on the contract and for provider financial failure should the need for this arise 	Green

Risk Description	Mitigations	RAG Status
Challenge from other Providers regarding direct award	<ul style="list-style-type: none"> ▪ YHF is independent and does not deliver services directly, thus eliminating a conflict of interest of provider/commissioner 	Green

	<ul style="list-style-type: none"> ▪ YHF will advertise and welcome interest from potential providers ▪ YHF sits on a board with two other voluntary sector consortiums (Harrow Community Action and Voluntary Action Harrow Co-operative) both have been communicated with regarding this opportunity. 	
Alternative and potentially better organisations/partners to YHF and offering the same advantages have not been considered	<ul style="list-style-type: none"> ▪ There is no other provider available in the market that acts as an impartial service which YHF offers 	Green
Appropriate governance has not been met as Contract Procurement (CPR) Rules have not been followed as this is a Direct Award.	<ul style="list-style-type: none"> ▪ The agreement of recommendation 2 contained in this cabinet report (waiving the requirement to undertake a tender process the commissioning of this service) enables compliance with the Council's Contract Procurement (CPR) Rules 	Green
The contract is not deliverable within the available budget envelop of 10% of the grant	<ul style="list-style-type: none"> ▪ The management costs awarded to YHA are capped at 10% and we will not exceed the contract value of £213,477 over the 3-Year period ▪ People Services will monitor the total spend throughout the life of the contract ▪ We will work with provider to ensure all costs are contained within the financial envelope ▪ If the financial envelope is exceeded the Council will not pay and is not required to pay any costs above this 	Green
Effective, agreed and adequate governance arrangements are not in place between the Council and the YHF	<ul style="list-style-type: none"> ▪ The governance structure in place is proven over the last year and consists of the HAF Strategic Group comprising Senior Officers within the Council. This group approves the plan for each holiday period, the appointment of the VCS organisations to deliver activities, financial 	Green

	<p>expenditure, monitor performance against the YHF Plan and data returns to DfE. This Group is led and chaired by Director of Children and Families Division.</p> <ul style="list-style-type: none"> ▪ The HAF Steering Group consists of stakeholders and operational managers. The role of this group is to implement the plan agreed by the Strategy Group and design the delivery of the programme including the selection of providers 	
<p>Arrangements for performance measurement on the contract are not effective or adequate</p>	<ul style="list-style-type: none"> ▪ Performance will be monitored and measured by the both the Commissioning Manager and Governance Board in line with the requirements of each grant's terms and conditions 	<p>Green</p>

Procurement Implications

46. The Council is able make a compliant direct award to the Young Harrow Foundation (YHF) as the value of the contract will be below the threshold for services under the Public Contracts Regulations (amended). The Council's Contract Procedure Rules require a waiver to our own internal governance.
47. The Council will make a direct award to the YHF, 10% of the total contract value will be allocated to YHF and the remaining 90% (allocated through YHF sub-contracting) directly to the providers delivering the activities.
48. The YHF will be responsible for arranging service level agreements (SLA) with VCS organisations to deliver specific services and programmes in accordance with grant requirements. YHF will comply with the conditions of the grant and will be monitored through the governance arrangements as set out within this report.

Legal Implications

49. The total contract value is below the financial threshold of £213,477 requiring the contract to be competitively tendered under the Public Contracts Regulations. Therefore, the council can award the contracts directly to YHF under the Council's Contract Procedure Rules under waiver if it is in the council's demonstrable best interests.

50. Table 1 of the Authorisation and Acceptance Thresholds of the Council's Contract Procedure Rules (CPRs) state that for all key decisions, approval to award a contract is by means of a Cabinet decision.
51. The contract for the delivery of the programmes for Children and Young People between the Council and YHF will be finalised by Legal in collaboration with the responsible Council Officers. In addition, there will be agreements for each funding and programme/service scheme between YHF and VCS organisations.
52. Table 1 of the Authorisation and Acceptance Thresholds of the Council's Contract Procedure Rules (CPRs) state that for contract awards with a value of £500,000 and above and all key decisions, approval to award is by means of a Cabinet decision.
53. The contract for the delivery of the programmes for Children and Young People between the Council and YHF will be finalised by Legal in collaboration with the responsible Council Officers. In addition, there will be agreements for each funding and programme/service scheme between YHF and VCS organisations.

Financial Implications

Holiday Activity Food Programme:

54. The purpose of the grant is for local authorities to make free places at holiday clubs available in the Easter, Summer and Christmas holidays 2022 to children in their local authority who receive benefits-related free school meals.
55. Funding for Harrow Council has been confirmed as:
- 2022/23 - £663,060.00
56. Payments will be made by Department for Education at the following milestones:
- A payment of up to 80% of the Authority's total 2022/2023 allocation will be made in April 2022 to the Authority by the Department following satisfactory receipt by 1 March 2022 of a report to the Department.
 - A payment of up to the remaining 20% of the Authority's total 2022/23 allocation will be made in April 2023 to the Authority by the Department following satisfactory submission to the Department by 15 February 2023 of a report.
57. DfE have confirmed 10% of the total grant can be used to pay for co-ordination of the programme and the remaining 90% must be allocated to the delivery of the HAF provision. The local authority will release these payments once received, to Young Harrow Foundation upon agreed invoices.

Community Mental Health Grant:

58. Funding for Harrow Council has been confirmed as:
- 2021/22 - £74,000
59. CNWL have confirmed 10% of the total grant is available to fund the co-ordination of the programme and the remaining 90% allocated to the voluntary sector delivery of the mental health provision. The local authority will release these payments once received, to Young Harrow Foundation upon agreed invoices.
60. Other grants received will be processed and monitored in the same way where the awarding body's grant terms and conditions allow.

Equalities implications / Public Sector Equality Duty

Holiday Activities and Food Programme:

61. An initial inequalities impact assessment has been undertaken as part of the mapping requirement for the DfE. The summary outcome is that there is positive impact on the community as the provision aims to target social, financial and health deprivation.
62. The Council will provide data on families accessing free school meals, childhood obesity and other protected characteristic groups required by the DfE in order to promote the programme and deliver the provision in areas in most need. Monitoring and evaluation will be integral to the development and take up of the project allowing future planning of holiday activities.
63. Each grant funded programme will have an initial equalities, diversity and inclusion assessment which will determine the projects outcomes and will be monitored to show impact.

Community Mental Health Grant:

64. An in depth needs analysis, 'How Are You Harrow' commissioned by the Council and YHF contains equalities data that will be used to design activities and services in areas that will benefit the most.
65. Consultation, engagement and co-production with children and young people will be undertake as required by the programmes.

Council Priorities

66. The services that will be provided for vulnerable children and young people, and their families through this operating model contribute to the Council's priorities:
1. Tackling poverty and inequality
 2. Addressing health and social care inequality
 3. Thriving economy

Section 3 - Statutory Officer Clearance

Statutory Officer: Jo Frost

Signed on behalf of by the Chief Financial Officer

Date: 19 January 2022

Statutory Officer: Stephen Dorrian

Signed on behalf of the Monitoring Officer

Date: 21 January 2022

Chief Officer: Paul Hewitt

Signed off by the Corporate Director

Date: 25 January 2022

Head of Procurement: Lisa Taylor

Signed on behalf of the Head of Procurement

Date: 24 January 2022

Head of Internal Audit: Neale Burns

Signed on behalf of the Head of Internal Audit

Date: 27 January 2022

Mandatory Checks

Ward Councillors notified: NO, as it impacts on all Wards

EqlA carried out: NO

67. Each grant funded programme will have an initial equalities, diversity and inclusion assessment which will determine the projects outcomes and will be monitored to show impact.

Section 4 - Contact Details and Background Papers

Contact: Priya Ganatra, priya.ganatra@harrow.gov.uk

Background Papers: None

Call-in waived by the Chair of Overview and Scrutiny Committee - NO