



CORPORATE GOVERNANCE AND AUDIT COMMITTEE

**Meeting to be held in Civic Hall, Leeds on
Wednesday, 17th March, 2010
at 10.00 am**

MEMBERSHIP

Councillors

G Driver
P Grahame
N Taggart
A Lowe

C Campbell
G Kirkland

J Bale (Chair)
G Latty

T Leadley

D Blackburn

Co-opted Member

M Wilkinson
(Chair of Standards Committee)

A G E N D A

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|---------|------|---------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------|
| 1 | | | <p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 25 of the Access to Information Procedure Rules (in the event of an Appeal the press and public will be excluded).</p> <p>(*In accordance with Procedure Rule 25, written notice of an appeal must be received by the Chief Democratic Services Officer at least 24 hours before the meeting)</p> | |
| 2 | | | <p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p>RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-</p> | |

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| 3 | | | <p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstances shall be specified in the minutes)</p> | |
| 4 | | | <p>DECLARATION OF INTERESTS</p> <p>To declare any personal / prejudicial interests for the purpose of Section 81(3) if the Local Government Act 2000 and paragraphs 8 to 12 of the Members Code of Conduct.</p> | |
| 5 | | | <p>APOLOGIES FOR ABSENCE</p> <p>To receive any apologies for absence form the meeting.</p> | |
| 6 | | | <p>MINUTES OF THE PREVIOUS MEETING</p> <p>To confirm as a correct record the minutes of the meeting held on 10th February 2010.</p> | 1 - 6 |
| 7 | | | <p>MINUTES OF THE STANDARDS COMMITTEE</p> <p>To receive the Minutes of the Standards Committee meeting held 17th February 2010.</p> | 7 - 12 |
| 8 | | | <p>THE OFSTED AND CARE QUALITY COMMISSION INSPECTION OF SAFEGUARDING AND LOOKED AFTER CHILDREN'S SERVICES IN LEEDS</p> <p>To receive a report of the Interim Director of Children's Services updating the Committee on the results of the Children's Services Inspection.</p> | 13 - 64 |

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| 9 | | | <p>REMUNERATION COMMITTEE</p> <p>To receive a report of the Director of Resources and Acting Deputy Chief Executive updating the Committee with progress made the establishment of a Remuneration Committee.</p> | 65 - 70 |
| 10 | | | <p>INTERNATIONAL FINANCIAL REPORTING STANDARDS</p> <p>To receive a report of the Director of Resources updating the Committee with progress made in relation to the Council using International Financial Reporting Standards (IFRS) as part of its procedures.</p> | 71 - 76 |
| 11 | | | <p>CERTIFICATION OF COMPLETION OF THE AUDIT - AUDIT OF THE ACCOUNTS 2008/09</p> <p>To receive a report of the Director of Resources informing the Committee of the notification of certification of completion of the Audit of Accounts 2008/09.</p> | 77 - 78 |
| 12 | | | <p>INFORMATION SECURITY ANNUAL REPORT</p> <p>To receive a report of the Chief Officer (Business Transformation) providing the annual update on the Council's Information Security Arrangements.</p> | 79 - 84 |
| 13 | | | <p>DECISION MAKING AND MANAGING PERFORMANCE</p> <p>To receive a report of the Chief Officer (Business Transformation) explaining the arrangements in place to ensure that the Council produces relevant, reliable data and information to support decision making and managing performance.</p> | 85 - 92 |

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| 14 | | | <p>OVERVIEW OF COUNCIL AND PARTNER RESPONSES TO ANTI-SOCIAL BEHAVIOUR</p> <p>To receive a report of the Chief Officer (Community Safety) informing the Committee of the arrangements in place for the Council to respond to complaints of anti social behaviour.</p> | 93 - 112 |
| 15 | | | <p>WORK PROGRAMME</p> <p>To receive a report of the Assistant Chief Executive (Corporate Governance) notifying and inviting comment from the Committee upon the work programme for the remainder of the 2009/10 municipal year.</p> | 113 - 132 |

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Public Document Pack **Agenda Item 6**

Corporate Governance and Audit Committee

Wednesday, 10th February, 2010

PRESENT: Councillor J Bale in the Chair
Councillors , D Blackburn, G Driver,
P Grahame, G Latty, C Campbell,
G Kirkland and T Leadley

Co-optee Mr M Wilkinson

Apologies Councillors A Lowe

84 Appeals Against Refusal of Inspection of Documents

There were no appeals against refusal of inspection of documents.

85 Exempt Information - Possible Exclusion of the Press and Public

There were no resolutions to exclude the public.

86 Late Items

There were no late items added to the agenda.

87 Declaration of Interests

No declarations of interest were declared.

88 Apologies for Absence

Apologies for absence were received from Councillor A Lowe.

89 Minutes of The Previous Meeting

RESOLVED – The minutes of the Corporate Governance and Audit Committee meeting held on 13 January 2010 were approved as a correct record.

90 Matters Arising

Further to Minute 56, the Six Monthly Update Report on Risk Management. Mr M Wilkinson asked what action had been made in relation to the resolution to seek Executive Board support for the Committee's proposal for the regular

publication of the Council's Corporate Risk Register in a summary form and to include the Corporate Risk Map.

The Committee were informed that the proposal from this Committee was on the agenda to go to the Executive Board on 16 June 2010.

Members expressed their desire for proposals to come to an earlier Executive Board meeting preferably 7 April 2010.

Further to Minute 65, The Changing Financial Landscape report, Councillor Leadley asked whether the report had been circulated to all Members following the resolution to do so.

The Committee were informed that this had been done.

RESOLVED – The Committee resolved to request that, the Committee's proposal for the regular publication of the Council's Corporate Risk Register in a summary form and to include the Corporate Risk Map, be placed on the Executive Board agenda for 7 April 2010.

91 Annual Performance Assessment of Adult Services 2008/09

The Deputy Director (Strategic Commissioning) presented a report updating Members on the governance related comments made in the 2008/09 Annual Performance Assessment.

Members particularly discussed:

- that this was a positive report for the Council and noted the improvement from poor to adequate;
- the use of comparator councils and how these are arrived at;
- the importance of the Council comparing itself against results of previous years to give a fair indication of progress made, and that the Council should have its own framework of performance management. Further that the role of external agencies should be to provide assurance on the systems the Council has in place; and
- that the report showed the Council to be lagging behind the private sector in terms of training received by staff.

RESOLVED – The Committee resolved to:

Note the contents of the report and attached final performance review report from the Care Quality Commission for Adult Social Care Services in 2008/09 and the areas being progressed.

92 Leeds City Region - Update on Governance Arrangements

The Chief Officer (Leeds Initiative and Partnerships) presented a report of the Assistant Chief Executive (Planning, Policy and Improvement) updating the Committee on the governance revisions being undertaken by the Leeds City Region (LCR).

Draft minutes to be approved at the meeting
to be held on Wednesday, 17th March, 2010

Members particularly discussed:

- the legal status of the LCR;
- the risk of a democratic deficit in respect of the existing and evolving LCR structures;
- the importance of the views of elected Members being taken to the LCR; and
- the minimum governance arrangements within which the LCR and emerging structures should operate.

RESOLVED - The Committee resolve to:

- note the revised decision making arrangements being developed at the LCR level for skills and housing;
- note that further reports will be provided on the required interface to ensure that the Council is in a position to engage with and influence the decisions taken by the proposed governance arrangements for the LCR; and
- that a further report should be submitted to the Committee in May to address the extent to which the LCR and emerging structures have taken account of the governance themes contained within the Leeds Partnership Governance Framework.

93 KPMG Scrutiny Review

The Head of Scrutiny and Member Development presented a report of the Chief Democratic Services Officer advising Members of the progress made with the regards recommendations arising from the May 2009 KPMG Audit of Scrutiny.

Members particularly discussed the following:

- that scrutiny is an excellent function;
- the need for the skill required of a scrutiny chair to be documented;
- that dialogue between the Executive Board and Scrutiny should be more prevalent with regard to the priority of work undertaken by Scrutiny; and
- that due to the differing work loads of the Scrutiny Boards consideration should be given to having Scrutiny Boards which are not aligned to specific subject areas.

RESOLVED – The Committee resolved to:

note the progress made in implementing the recommendations made following KPMG's review of Scrutiny.

94 Monitoring of Key and Major Decisions

The Head of Governance Services presented a report of the Chief Democratic Services Officer updating Members on the monitoring and administration of

Key and Major delegated decisions during the period 1 April 2009 to 30 November 2009.

The Head of Governance Services was congratulated on an excellent report by Members, which highlighted an improving picture with regard to the administration of Key and Major decisions notified to Democratic Services.

Members particularly discussed:

- the importance of ensuring that all significant spending being appropriately approved; and
- the increasing number of decisions being recorded as Directorates are becoming more aware of the process required.

RESOLVED – The Committee resolved to:

(a) note the number of delegated decisions taken during the period 1 April 2009 and 30 November 2009 and the number of those that were exempt from call-in and the reasons why;

(b) note the number of delegated Key Decisions that did not appear in the Forward Plan of Key Decisions in the period 1 April 2009 and 30 November 2009;

(c) note the training of Chief Officers and key Directorate support staff in respect of the Council's decision making processes;

(d) note the improved monitoring arrangements introduced by the Head of Governance Services in respect of notified delegated decisions;

(e) note the work undertaken to date in respect of undertaking an analysis to establish that all payments over £100,000 have been notified in accordance with constitutional requirements; and

(f) request an annual update report on the monitoring of Key and Major decisions.

95 Access Routes and Publicity of the Corporate Complaints Process

The Head of Customer Service Development presented a report of the Chief Officer (Customer Services) informing Members of the various access routes the Council has for customers to obtain information about the Council's Corporate Complaints Process and the Local Government Ombudsman.

Members particularly discussed:

- the helpful nature of this report;
- how the Corporate Complaints Process links to complaints made about Members;
- the co-operation between the Council and other agencies with regards to complaints received;

- that there is no requirement for complainants to provide personal information with regards to gender, race and sexuality. This was seen as a positive thing as such information could result in complainants feeling that people are treated differently dependant on the personal information they provide; and
- that poor literacy could put people off complaining but that the Council has arrangements in place to ensure that literacy is not a barrier to making a complaint.

RESOLVED – Members resolved to:

- (a) note the report; and
- (b) request that a further information be provided on the process for receiving complaints about Members.

96 Governance Framework for Significant Partnerships - Monitoring

The Principal Corporate Governance Officer presented a report of the Assistant Chief Executive (Corporate Governance) updating Members on the results of the recent monitoring exercise on the extent to which the Council's Significant Partnerships.

Members particularly discussed:

- whether well regulated partnerships were giving better service to customers;
- the difficulty is comparing the Council's partnership work with other core cities due to the differing definitions of a significant partnership;
- the toolkit being a good example of a good standard devised by the Council;
- recognition that not all requirements set down in the toolkit are applicable to all partnerships; and
- that where partnerships involving the Council state that they do not intend to meet the minimum governance requirements appropriate to the relevant partnership, this should prompt the question to review whether the Council should continue to participate in the partnership.

RESOLVED – Members resolved to:

- (a) note the work being done in Directorates to further improve governance in significant partnerships; and
- (b) request a further report on the progress made in ensuring the Governance Framework for Significant Partnerships is being complied with.

97 Work Programme

The Assistant Chief Executive (Corporate Governance) submitted a report notifying Members of the draft work programme for 2009/10.

RESOLVED – Members resolved that:

Draft minutes to be approved at the meeting
to be held on Wednesday, 17th March, 2010

- (a) the work programme be updated to reflect the reports requested during the meeting; and
- (b) that the draft work programme for the remainder of the year be noted.

Standards Committee

Wednesday, 17th February, 2010

PRESENT:

Independent Members

| | |
|------------------------|------------------------------|
| Mike Wilkinson (Chair) | (Independent Member) |
| Joanne Austin | (Independent Member) |
| Rosemary Greaves | (Independent Member) |
| Philip Turnpenny | (Independent Member) |
| Gordon Tollefson | (Reserve Independent Member) |

Councillors

| | | |
|-------------|-------------|---------|
| D Blackburn | R D Feldman | B Selby |
| C Campbell | B Gettings | |
| J L Carter | J Harper | |

Parish Members

| | |
|-----------------------------|-----------------------------------|
| Councillor Mrs P Walker | Pool in Wharfedale Parish Council |
| Councillor John C Priestley | East Keswick Parish Council |
| Councillor Paul Cook | Morley Town Council |

63 Appeals against refusal of inspection of documents

There were no appeals against refusal of inspection of documents in accordance with Procedure Rule 25 of the Access to Information Procedure Rules.

64 Exempt Information - Possible Exclusion of the Press and Public

RESOLVED – That the press and the public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:

Appendix 1 of agenda item 10 (Minute 72 refers), but only if the exempt information needs to be specifically discussed or referred to.

65 Late items

There were no late items submitted to the agenda by the Chair for

consideration.

66 Declaration of interests

There were no declarations of personal/prejudicial interests for the purpose of section 81(3) of the Local Government Act 2000 and paragraphs 8 to 12 of the Members' Code of Conduct.

67 Minutes of the Previous Meeting

The minutes of the Standards Committee meeting held on 16th December 2009 were approved as a correct record.

Further to Minute 51, the Committee was informed that the Chief Officer (Human Resources) had decided that job adverts would not state that a post is politically restricted where applicable, however this decision will be reviewed following the confirmation of the updated list of restricted posts, further to the introduction of the Local Democracy, Economic Development and Construction Act 2009.

Further to Minute 57, the Committee was informed that resolutions (a), (b) and (d) had been addressed, and that actions to address resolution (e) were in progress.

68 Minutes of the Assessment Sub-Committee

The minutes of the Assessment Sub-Committee meeting held on 14th December 2009 were received and noted.

69 Minutes of the Corporate Governance and Audit Committee

The minutes of the Corporate Governance and Audit Committee meetings held on 15th December 2009 and 13th January 2010 were received and noted.

The Chair highlighted Minute 76, which confirmed that the Corporate Governance and Audit Committee had approved an amendment to the Code of Corporate Governance, as requested by the Standards Committee.

70 Ethical Audit Action Plan: Human Resources Update

The Head of Human Resources presented a report of the Chief Officer (Human Resources) providing further information in relation to the actions assigned to the Chief Officer (Human Resources) from the Ethical Audit Action Plan, particularly in relation to 360 Degree appraisals and the Staff Survey.

Members of the Committee raised concerns as the results of the Staff Survey revealed that only 68% of the respondents are aware that they are required to register interests that may affect their work, and the results did not appear to

have improved since the Ethical Audits that were carried out in 2006 and 2007.

The Committee requested further information in order to clarify the breakdown of the Staff Survey results by officer grade, and to inform the Committee of the actions that will be taken to address the results.

RESOLVED – Members of the Standards Committee resolved to:

- (a) Note the contents of the report; and
- (b) Request that further information is provided prior to the next Standards Committee meeting regarding the breakdown of the Staff Survey results by officer grade, and the actions that will be taken to address the results.

(Councillor Harper arrived at 2.10pm, during the consideration of this item).

71 Compulsory Training for Members of Standards Committee

The Senior Corporate Governance Officer presented a report of the Assistant Chief Executive (Corporate Governance) seeking approval of the proposal made by Corporate Governance and Audit Committee that a programme of compulsory training should be undertaken by Members of the Standards Committee, and proposing an amended training plan.

Members of the Committee discussed the need to allow a period of time before requiring that all compulsory elements are completed, and to provide alternative options where only annual training is offered by the Council (for example, charring skills training).

Further to queries raised, the Monitoring Officer confirmed that not completing the compulsory training could only prevent a member from being a member of the relevant Sub-Committee, rather than the full Standards Committee.

RESOLVED – Members of the Standards Committee resolved to:

- (a) Adopt the proposed training plan attached to the report as Appendix 1;
- (b) Endorse the proposal that specified elements of the Standards Committee training plan be compulsory; and
- (c) Recommend the proposed amendment to Article 9 of the Constitution to General Purposes Committee for consideration and recommendation to full Council.

(Under the provisions of Council Procedure Rule 16.5, Councillor Carter and Rosemary Greaves required it to be recorded that they voted against the above resolutions.)

72 Outcome of an Investigation into a Leeds City Council Member

The Senior Corporate Governance Officer presented a report of the Assistant Chief Executive (Corporate Governance) notifying members of the Standards Committee of the outcome of an investigation into a Leeds City Councillor,

which was carried out by an Ethical Standards Officer from Standards for England.

The Committee particularly discussed the actions listed at paragraphs 3.9 and 3.11 of the report. Some members of the Committee felt that the actions were unnecessary, and that the current training provided is sufficient. Further to queries raised, it was confirmed that Members can object to or support a planning application in their private capacity, as long as they clarify that they are acting in their private capacity at all times.

At this point in the meeting, the Committee resolved to exclude the press and the public for the consideration of the remainder of this item, as the confidential information needed to be referred to in deciding whether the actions listed in paragraphs 3.9 and 3.11 of the report should be adopted.

Members of the Committee further discussed the suggested actions, and some members agreed that they were reasonable given the contents of the investigation report.

RESOLVED – Members of the Standards Committee resolved to:

- (a) Receive the final report from the Ethical Standards Officer attached as Appendix 1 to the report;
- (b) Adopt the actions listed in paragraphs 3.9 and 3.11 of the report; and
- (c) Note that the issues raised regarding the planning process have been considered and acted upon by the Chief Planning Officer, on behalf of the Director of City Development.

(Councillor Campbell left the meeting at 3.00pm during the consideration of this item.)

73 Local Assessment - Readily Obtainable Information

The Senior Corporate Governance Officer presented a report of the Assistant Chief Executive (Corporate Governance) clarifying what information can be obtained by the Monitoring Officer in relation to a complaint against a Member in order to assist the Assessment Sub-Committee with its decision on that complaint.

The need to be cautious in gathering information about complainants was highlighted. It was confirmed that the Customer Services department holds a list of complainants who are barred from contacting the Council. The Assistant Chief Executive (Corporate Governance) undertook to contact the Corporate Customer Relations Manager in order to ensure that this information is provided to Group Whips and/or Group Support Managers.

RESOLVED - Members of the Standards Committee resolved to note the advice provided by Standards for England on what information can be obtained by the Monitoring Officer to assist the Assessment Sub-Committee with its decision.

74 Local Assessment - Progress Report

The Senior Corporate Governance Officer presented a report of the Assistant Chief Executive (Corporate Governance) providing members of the Standards Committee with a progress report in relation to all complaints received under the Members' Code of Conduct from 1st June 2009 to 31st December 2009.

Concerns were raised in relation to the length of time taken to consider review requests. It was confirmed that this would be monitored, and that the time taken should be reduced as Sub-Committee meetings were now scheduled on a monthly basis. However, a complicating factor was the need to ensure that the composition of a Review Sub-Committee was different to the composition of the original Assessment Sub-Committee.

It was also noted that the time taken to complete investigations had reduced following the introduction of the Procedure for External Code of Conduct Investigations. Members of the Committee also requested that the table of complaints be made clearer in relation to whether the complaint concerns a Leeds City Councillor or a Town/Parish Councillor.

RESOLVED – Members of the Standards Committee resolved to note the contents of the report.

75 Annual Report on the Monitoring Officer Protocol

The Senior Corporate Governance Officer presented a report of the Assistant Chief Executive (Corporate Governance) providing the Monitoring Officer's Annual Report, which is required under paragraph 5 of the Monitoring Officer Protocol.

RESOLVED – Members of the Standards Committee resolved to:

- (a) Note the assurances and performance information provided in the report; and
- (b) Approve the revised Monitoring Officer Protocol which has been amended to take account of the creation of the Hearings Sub-Committee and Consideration Sub-Committee.

76 Reviewing the Effectiveness of the Standards Committee

The Corporate Governance Officer presented a report of the Assistant Chief Executive (Corporate Governance) reviewing the effectiveness of Leeds City Council's Standards Committee, by comparing its response to Standards for England's Annual Return 2009 with the responses received from all Standards Committees.

RESOLVED – Members of the Standards Committee resolved to note the contents of the report.

77 Standards for England: Public Perceptions of Ethics

The Assistant Chief Executive (Corporate Governance) submitted a report advising members of the Standards Committee of the findings of the research report published by Standards for England, which is the third in a series tracking public perceptions of ethics in local government.

RESOLVED – Members of the Standards Committee resolved to note the contents of the report.

78 The First-Tier Tribunal (Local Government Standards in England)

The Senior Corporate Governance Officer presented a report of the Assistant Chief Executive (Corporate Governance) advising the Standards Committee that the Adjudication Panel for England has transferred into the unified tribunal structure and into the new General Regulatory Chamber (GRC) within the First-Tier Tribunal.

RESOLVED – Members of the Standards Committee resolved to note the changes to the Tribunal arrangements as set out in the report.

79 First-Tier Tribunal (Local Government Standards in England): Decisions of Case Tribunals

The Assistant Chief Executive (Corporate Governance) submitted a report providing summaries of recent decisions made by the First-Tier Tribunal (Local Government Standards in England) in its role of determining allegations of misconduct.

RESOLVED – Members of the Standards Committee resolved to note the latest decisions of the First-Tier Tribunal's case tribunals.

80 Standards Committee Work Programme

The Assistant Chief Executive (Corporate Governance) submitted a report notifying Members of the Committee of the work programme for the remainder of the municipal year, and seeking comments from the Committee regarding any additional items.

It was confirmed that, despite the delay in the release of a national Officer Code of Conduct, Leeds City Council's Officer Code of Conduct is currently being reviewed, and a report regarding this was submitted to the Standards Committee on 15th October 2009. It was confirmed that a further report could be provided following the approval of the amended Code.

RESOLVED – Members of the Standards Committee resolved to note the work programme.



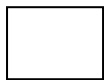
Report of the Interim Director of Children's Services

Corporate Governance and Audit Committee

Date: 17th March 2010

Subject: The Ofsted and Care Quality Commission Inspection of Safeguarding and Looked After Children's services in Leeds

Electoral Wards Affected: All



Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

EXECUTIVE SUMMARY

- 1.0 This report details the outcomes of the announced Ofsted inspection of safeguarding and looked after children's services in Leeds. Leeds was notified of the inspection on 9th November and the inspection was carried out between 23rd November and 4th December, with the final report published on 7th January. This inspection was carried out in line with Ofsted's Inspection Framework, published in May 2009. The full report of the integrated Ofsted and Care Quality Commission (CQC) inspection is attached at appendix 1.
- 2.0 Leeds is giving the highest priority to addressing the current performance challenges in children's services. As such, the importance of making the improvements highlighted in the inspection has been fully recognised. Work to achieve this in the coming weeks and months will build on the momentum built during 2009 through a range of improvement work, which is acknowledged positively in the announced inspection report.
- 3.0 This report concentrates on summarising the main points of the inspection report and outlining how these will be responded to as part of a wider Improvement Plan for Children's Services in Leeds.

1.0 PURPOSE OF THIS REPORT

1.1 This report details the outcomes of the Ofsted and Care Quality Commission announced inspection of safeguarding and looked after children's services in Leeds. The inspection was carried out between 23rd November and 4th December 2009 and the final report was published on 7th January 2010. The full report is attached at appendix 1.

2.0 BACKGROUND INFORMATION

2.1 In May 2009 Ofsted issued new guidance for the annual rating and inspection of children's services. This included the provision to carry out an on-site inspection lasting up to two weeks and examining safeguarding and looked after children's services. Ofsted notified Leeds of their intention to carry out such an inspection on 9th November 2009. Before arriving on site, Ofsted provided a list of over 50 key lines of enquiry that they wished to focus on during their inspection. The inspection was carried out by a team of five Ofsted inspectors and one inspector from the Care Quality Commission.

2.2 The inspection involved over 100 meetings, with inspectors seeing over 25 parents and over 80 children and young people. There was a formal analysis of 20 case files, as well as follow-up work on 35 case files, linked back to the unannounced inspection from July 2009.

2.3 Leeds is giving the highest priority to addressing the current performance challenges in children's services. As such, the importance of making the improvements highlighted in the inspection has been fully recognised. Work to achieve this in the coming weeks and months will build on the momentum built during 2009 and early 2010 through a range of improvement work, which is itself acknowledged positively in the announced inspection report.

2.4 As well as the specific activity being taken forward within services (particularly Children and Young People's Social Care) to address the priority areas for action highlighted in Ofsted's report, there are also a number of important wider developments that are helping to progress leadership, monitoring and challenge and wider service review work in children's services. These include:

- The establishment of an externally Chaired Improvement Board – discussed in more detail later in this paper.
- The development of an overarching Improvement Plan for Children's Services – also discussed later in the paper.
- The review of children's services, reported to Executive Board in March 2010.

3.0 MAIN ISSUES

3.1 The full inspection report is attached at appendix 1. Unlike some previous inspection reports (such as the Joint Area Review), the announced inspection does not provide a single, definitive judgment across the full range of issues covered. Instead it makes a number of important judgments within different categories under both the safeguarding and looked after children themes.

3.2 These judgments are accompanied by narrative highlighting strengths and recent improvements and areas for further development and focus. It is very encouraging that the report recognises the significant effort and impact made by staff since the unannounced inspection and the positive direction of travel. It also highlights some

specific areas of good practice and in particular important progress in relation to some key outcomes for looked after children. However it continues to raise some significant challenges requiring intensive focus and effort. The list below is not comprehensive, but covers several of the key themes within the report. Following this, the two tables summarise the judgments under first the safeguarding and then the looked after children themes:

- As suggested above, the report is largely positive about the improvement work that has been taking place in recent months, particularly following the unannounced inspection, including the commitment amongst members and senior officers to taking this forward.
- It is too early however, to see or assess the full and longer term impact of many of these improvements in terms of safeguarding work. As such, a number of important issues identified in the July 2009 unannounced inspection continue to be highlighted as challenges. These include the quality of assessments and recording, the timeliness of actions, management oversight of quality and the levels of caseloads of social workers.
- On the important judgments about the effectiveness of services in taking reasonable steps to ensure that children and young people *feel* safe and *are* safe, Leeds has been rated as adequate. This stems from extensive analysis of case files and is different to the judgment formed at the time of the unannounced inspection in July 2009, where it was found that there were children left at potential risk of serious harm.
- The report praises a number of aspects of partnership working within the children's trust arrangements including the contributions of particular partners. However, it identifies the importance of strengthening the role and effectiveness of the Leeds Safeguarding Children Board. This issue is being addressed through an independent review of the Safeguarding Board, which is being finalised and will be implemented in spring 2010.
- A variety of good work and strong commitment in relation to services for looked after children is highlighted, with outcomes relating to 'health' and 'enjoy and achieve' issues rated as good. This is balanced against several areas requiring further improvement and focus, for example around external placements, quality of assessments and implementing the Care Promise.
- Resources are a key theme throughout the report and are seen as an important influence on capacity for future improvement. Proposals for increased investment to address the issues raised in the report formed part of the 2010/11 Revenue budget proposals considered by Council at its 24th February meeting.

Summary Tables:

Safeguarding:

| | |
|---------------------------------------------------|------------|
| Overall effectiveness | Inadequate |
| Capacity for Improvement | Adequate |
| Children and young people are safe | Adequate |
| Children and young people feel safe | Adequate |
| Quality of Provision | Inadequate |
| Service responsiveness | Inadequate |
| Assessment & direct work with children & families | Inadequate |
| Case planning, monitoring & review | Inadequate |
| Leadership and management | Inadequate |
| Ambition and prioritisation | Adequate |
| Evaluation, including performance management | Inadequate |
| User engagement | Adequate |
| Partnerships | Adequate |
| Equality & diversity | Good |
| Value for Money | Inadequate |

Looked After Children:

| | |
|------------------------------------------------------------|------------|
| Overall effectiveness | Adequate |
| Capacity for Improvement | Adequate |
| Outcomes for looked after children and care leavers | |
| Being Healthy | Good |
| Staying safe | Adequate |
| Enjoying and achieving | Good |
| Making a positive contribution | Adequate |
| Economic well-being | Adequate |
| Quality of Provision | Adequate |
| Service responsiveness | Adequate |
| Assessment & direct work with children & families | Inadequate |
| Case planning, monitoring & review | Adequate |
| Leadership and management | Adequate |
| Ambition and prioritisation | Good |
| Evaluation, including performance management | Inadequate |
| User engagement | Adequate |
| Partnerships | Good |
| Equality & diversity | Good |
| Value for Money | Adequate |

3.3 The inspection report identifies 14 specific areas for improvement in relation to safeguarding and 10 in relation to looked after children. These were identified as requiring either immediate action, action within three months, or actions within six months.

3.4 The areas for improvement in relation to safeguarding are:

Immediately:

- Refresh the existing children’s service improvement plan to take account of the priorities for action and other issues set out in this report.

- Undertake a full evaluation of the allocation of children's service resource to ensure that the capacity of the workforce is sufficient to meet the demand for service at the published threshold.
- Tackle the unacceptably high level of social worker caseloads and insufficient team manager capacity, and ensure that newly qualified social workers are protected from carrying high and complex caseloads.
- Re-configure the contact centre procedure and practice for the classification of contacts and referrals so that these are more closely aligned with the definitions set out in national guidance; and evaluate the implementation of recent improvements to consolidate and inform further development.
- Improve the timeliness and quality of social work responses for assessments, case planning and recording, including the analysis of risk, to meet minimum standards.
- Accelerate plans to introduce a comprehensive performance management and quality assurance framework to support casework practice relating to contacts, referrals and assessments.
- Ensure that the combined resources and expertise of the council, partners, the Government Office and specialist contractors prioritise and tackle the difficulties associated with the electronic recording system.
- Ensure that the capacity for the delivery of child protection conferences matches the demand for service, that child protection core group meetings are effective and actions and outcomes for individual children are monitored against their child protection plan.

Within three months:

- Ensure children and young people and their parents receive information on how to make complaints and gain access to the advocacy service.
- Ensure that the involvement of children, young people and their families in the child protection process is consolidated and records demonstrate that practice is being implemented effectively and their views taken into account.
- Improve access to multi-agency child protection training delivered by the Leeds Safeguarding Children Board in order to ensure all partner agency staff are well informed and they know and understand their child protection roles and responsibilities.

Within six months:

- Strengthen the Leeds Safeguarding Children Board arrangements in providing challenge and monitoring safeguarding across the partnership so that more rapid progress is made in delivering robust safeguarding services across Leeds for children and young people.
- Complete an analysis of why there is such a high proportion of children who are the subject of a child protection plan for two or more years.
- Ensure that there is a suitably trained, experienced paediatrician available across the city 24 hours every day of the week to support effective child protection medical examinations involving children.

3.5 The Areas for Improvement in relation to looked after children are:

Immediately:

- Review the level of resource made available to deliver key social work tasks for the looked after children's service so that a sufficient professional social worker capacity is provided to meet the demand for service.

Within three months:

- Improve the quality of core assessments and case records.
- Strengthen the arrangements for monitoring the quality and outcomes of external placements, particularly in residential special schools and for those children and young people who are in schools out of the city.
- Ensure all looked after children and young people are made aware of how to make a complaint; that clear systems exist so lessons learned from complaints can help shape services and strengthen access to the children's rights services, particularly for those in out of city placements.
- Ensure the views of looked after children and young people are sought and taken into account in the reshaping of services for looked after children.
- Develop a clear and understandable set of measures and targets for the achievement of the Children's Promise.
- Review the level of resource available to support the children in council care and increase awareness of its role and membership so that it is more representative of the looked after children population.

Within six months:

- Improve the range of placement choice available, particularly those from minority ethnic communities or for those children and young people with complex needs.
- Improve the effectiveness and relevance of personal education plans.
- Improve the regularity and timeliness of information-gathering on the progress of looked after children at a strategic level to enable regular tracking of pupils' progress and more timely evaluation of the impact of actions and interventions on progress and learning of looked after children.

4.0 Responding to the inspection findings

- 4.1 The Council recognises the importance of addressing all of the areas highlighted in the report. As the inspectors acknowledged, many of the issues raised are already starting to be addressed through a range of improvement activity, particularly in support of front-line staff. It is anticipated that as this activity continues, so the positive impact it is making will become more embedded. Nevertheless, there must be an ongoing significant effort to respond directly to the areas for action from this report and ensure this is done in a way that connects to the other improvement work currently ongoing. Work to ensure this happens will be supported by monitoring from an independently chaired Improvement Board and the development of an Improvement Plan, both discussed below:

Initiation of an Externally Chaired Improvement Board

- 4.2 Following the outcomes of the July 2009 unannounced inspection the Council responded quickly, establishing a Children's Services Corporate Improvement Board, Chaired by the Chief Executive and consisting of senior corporate officers

and Elected Members, to oversee the improvement plan in response to the unannounced inspection. This work has helped provide a greater degree of reassurance that children and young people in Leeds are safe from the potential risk of serious harm.

- 4.3 However, during November 2009 in view of the outcomes from the unannounced inspection and the then pending Comprehensive Area Assessment Ofsted performance rating, Elected Members and Senior officers held detailed discussions with Ministers and officials from the DCSF. These discussions focused on the need to satisfy all those involved that the response to Leeds' children's services performance issues had sufficient pace, support and challenge to bring about the required improvement.
- 4.4 Through these discussions it was agreed that to build on the impact of the internally led improvement board, there would be an externally led Improvement Board. This will be able to provide additional challenge and oversight of Leeds improvement priorities for Children's Services.
- 4.5 The Board is being Chaired by Bill McCarthy, Chief Executive of NHS Yorkshire and the Humber and previously a Chief Executive of City of York Council. The membership also includes the Chief Executives of Leeds City Council, NHS Leeds and Leeds City College and a Chief Superintendent of West Yorkshire Police, as well as the Executive Lead member for Children's Services and key Council Officers as required.
- 4.6 A more detailed report on the Improvement Board was submitted to the Council's Executive Board in early January 2010 and has also been shared with the Children's Services Scrutiny Board. A further update on this work was submitted to the March Executive Board.
- 4.7 A key role for this Improvement Board will be to monitor the implementation of the overarching Improvement Plan discussed below, which will incorporate and clearly reference the actions resulting from the announced inspection.
- 4.8 The Improvement Board has met twice so far and is next scheduled to meet on 22nd March. The Chair of the board will report every two months to both the city council leadership and the Minister of State for Children, Young People and Families. Terms of reference for the Board are attached at appendix 2.

Development of an Improvement Plan

- 4.9 To guide the collective actions of children's services in the coming months and to feed in to the new Improvement Board, a single Improvement Plan has been developed that is clear about priority areas for action and how these link to and address actions from recent inspection feedback. This Improvement Plan will be the key monitoring tool for the new Improvement Board, it will also be used to keep other key groups, including elected members, informed about progress. This Plan will be reported extensively, with monitoring reports produced each month for the Improvement Board and that version then being used to update any relevant meetings that take place over the month that follows. A list of the key groups who will be kept informed of progress against the Plan is attached at appendix 3.
- 4.10 This Improvement Plan will draw together the key drivers of priority areas for improvement across children's services work, specifically:

- The 2009-14 Children and Young People's Plan priorities
- The findings of the announced and other key Ofsted inspections, in particular the unannounced inspection from July 2009
- The 2009 Comprehensive Area Assessment (specifically the annual rating for children's services within this).
- Feedback and input from central government including key areas identified within an improvement notice.

It structures these drivers under the key themes of:

- Effective leadership and governance of integrated children's services in Leeds
- Excellent safeguarding standards and practice
- Improve outcomes for looked after children
- All young people participating fully, socially and economically
- A highly skilled, well supported, motivated and continually developing workforce.

- 4.11 This Improvement Plan was reported to the March 2010 Executive Board meeting for approval.
- 4.12 The Improvement Plan will be a particularly important tool for monitoring actions from the announced inspection because, unlike with previous children's services inspections, such as the Joint Area Review, Ofsted does not set out a specific requirement for local authorities to submit an Action Plan of response to the issues raised in the announced inspection. The Improvement Plan will therefore be clear in referencing which inspection findings are being addressed by which set of actions.
- 4.13 The Improvement Plan and the actions it will underpin will form an overview of priorities and key actions across children's services over the coming months. It will build on the momentum gained over the past year and will support the Council's senior leadership and key partners across the city to understand the improvement agenda and contribute as necessary.

Improvement Notice

- 4.14 Members of the Committee may also wish to note that, as part of the focus on securing improvement in Children's Services in Leeds, the Minister of State for Children, Young People and Families has issued an Improvement Notice for Children's services in Leeds, setting out targets and milestones the Minister expects to see delivered over the coming months. Officers have ensured that the requirements within the Notice are built into and addressed within the Improvement Plan. More details about this are being reported to the March Executive Board as part for the wider reporting on the Improvement Plan.

5.0 IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE

- 5.1 Whilst there are no specific implications for Council Policy and Governance in this report, the Council is affording a high priority to the improvements required in Children's Services. The formation of an independently chaired Improvement Board and the wider work being done at present reflects this, and is the subject of separate reports submitted to Executive Board.

6.0 LEGAL AND RESOURCE IMPLICATIONS

- 6.1 There are no specific legal and resource implications from this cover report, however the announced inspection report does make recommendations with potential resource implications. As highlighted above, these are addressed as part of the wider children's services budget planning process, covered within the report on the Revenue Budget for 2010/11 agreed by Full Council in February.

7.0 CONCLUSIONS

- 7.1 The announced inspection of safeguarding and looked after children's services, whilst recognising recent improvement and some examples of good practice, has highlighted some significant ongoing challenges for Leeds. Improvements in children's services are being given the highest priority. As well as the specific service related activity that is continuing, particularly in Children and Young People's Social Care, important wider developments around leadership, monitoring and challenge and wider service review are continuing. The overarching Improvement Plan being developed will incorporate and clearly indicate the actions necessary to address the issues in the announced inspection. Proposals for additional resource allocation will also support this. Executive Board will continue to be given full details about this and the wider improvement activity taking place.

8.0 RECOMMENDATIONS

- 8.1 That members note the findings of the announced inspection of safeguarding and looked after children's services and how these fit into the wider improvement work currently taking place.

BACKGROUND PAPERS

- Children's Services Improvement Board: Report to Executive Board 6th January 2010
- Ofsted Guidance on the Inspection of Safeguarding and Looked After Children's Services (published May 2009) see www.ofsted.gov.uk.
- Children's Services Inspections: Continuity, Response and Future Developments: Report to Corporate Governance and Audit Committee 12th May 2009

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Inspection of safeguarding and looked after children services

Leeds City Council

Inspection Reference Number: 36564

Inspection dates: 23 November to 4 December 2009

Reporting inspector: Gary Lamb HMI

Age group: All

Published: 7 January 2010

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About this inspection

1. The purpose of the inspection is to evaluate the contribution made by relevant services in the local area towards ensuring that children and young people are properly safeguarded and to determine the quality of service provision for looked after children and care leavers. The inspection team consisted of four of Her Majesty's Inspectors (HMI) one Additional Social Care Inspector and one inspector from the Care Quality Commission. The inspection was carried out under the Children Act 2004.

2. The evidence evaluated by inspectors included:

- Discussions with 80 children and young people and 25 parents and carers receiving services, front line managers, senior officers including the Director of Children's Services and the Chair of the Local Safeguarding Children Board, elected members and a range of community representatives.
- Analysing and evaluating reports from a variety of sources including a review of the Children and Young People's Plan, performance data, information from the inspection of local settings, such as schools and day care provision and the evaluations of a serious case review undertaken by Ofsted in accordance with 'Working Together To Safeguard Children', 2006.
- A review of 34 case files for children and young people with a range of need. This provided a view of services provided over time and the quality of reporting, recording and decision making undertaken.
- The outcomes of the most recent annual unannounced inspection of local authority contact, assessment and referral centres undertaken in July 2009.

The inspection judgements and what they mean

3. All inspection judgements are made using the following four point scale.

| | |
|-----------------------|-----------------------------------------------------------|
| Outstanding (Grade 1) | A service that significantly exceeds minimum requirements |
| Good (Grade 2) | A service that exceeds minimum requirements |
| Adequate (Grade 3) | A service that only meets minimum requirements |
| Inadequate (Grade 4) | A service that does not meet minimum requirements |

Service information

4. Leeds is the second largest city council in England. It has 178,000 children and young people aged 0 to 19, which represents 23% of the population of the city. There is significant variation in the social background of children and young people in Leeds. Over 33% are resident in areas classified as among the 20% most deprived areas of the country, whilst 6% of children and young people in Leeds schools live in areas that are among the 10% most affluent in the country.

5. Of the 107,000 children and young people who attend maintained schools in Leeds, 22,000 (20.5%) are of minority ethnic heritage. In recent years the population of young people in Leeds has risen and the proportion of minority ethnic pupils has increased steadily, with a greater increase in primary than in secondary schools.

6. Leeds established its Children's Trust arrangements in 2006. They were developed with a particular focus on responding to the size and diversity of the city. They incorporate a broad partnership that works regularly with children and young people to shape and influence policy and strategy through the Children Leeds Partnership. This work is led by a senior leadership group which takes forward collective commissioning of services to target priority areas, the Integrated Strategic Commissioning Board. These citywide arrangements have been complemented by an emphasis on locality working, connected to the council's elected members through area committees. The Leeds Safeguarding Children Board has an independent chair and brings together the main

organisations which work together to protect and safeguard children. The work of the Leeds Safeguarding Children Board is the subject of an independent review and the trust arrangements in Leeds are being reviewed in response to the new guidance issued by the DCSF. The contact, referral and assessment arrangements for child protection responses are currently subject to a formal improvement plan, led by the Chief Executive of the council and supported by Government Office.

7. Leeds has recently launched its new Children and Young People's Plan for 2009-14, which includes a mixture of immediate priorities and longer term ambitions.

8. Over the past year children and young people's social care in Leeds has received nearly 10,000 referrals. Leeds has experienced a significant increase in referrals during 2009, up 19.4% on the previous year. The council consistently has approximately 5,500 cases of children or young people receiving some form of support from social care. At the time this inspection started, 432 children in Leeds were the subject of a child protection plan. Children and young people's social care service responses are delivered across three fieldwork localities and a designated children's health and disability service.

9. In July 2009 Leeds had 1366 looked after children including 73 unaccompanied asylum seeking children. This figure is high compared to statistical neighbours. More than 50% of children live with in-house foster carers, while 351 children live with parents or family carers. Some 13% of primary, and 15% of secondary school age looked after children and young people are placed outside Leeds. Leeds has 13 residential homes providing 134 places and commissions one other children's home from an external provider. One of the 13 is a secure children's home, which provides 36 places, of which 34 are contracted to the Youth Justice Board. Specialist support for looked after children includes the work of the headteacher of the virtual school for looked after children, the Pathway Planning (leaving care) team, the Children's Asylum and Refugee team, a specialist looked after children's health team and the Fostering and Adoption service. There is one young offender institution in the area. Services for children and young people who are at risk of offending or have offended are provided through the Leeds youth offending service.

10. There are 48 children's centres in Leeds, with a further 10 due for completion. Leeds has 267 schools. This includes 219 primary schools, 38 secondary schools (of which three are academies), six specialist inclusive learning centres and four pupil referral units. Education services are provided by Education Leeds, a separate company wholly owned by the council. Schools work with a range of partners, through extended services clusters, to provide the core offer to their communities. Joint working between priority schools and the police through the Safer Schools Partnership supports the promotion of stronger, safer communities.

11. NHS Leeds, the local Primary Care Trust (PCT), commissions health services for people in Leeds and shares the same boundary as Leeds City Council. These services include child and adolescent mental health services (CAMHS), health visiting and children's community nursing. These are delivered by the organisation's provider arm, NHS Leeds Community Healthcare. NHS Leeds also commissions general practitioners, pharmacists and dentists to provide healthcare services for local people.

12. The main provider of children's acute hospital services is the Leeds Teaching Hospitals NHS Trust. NHS ambulance services throughout the city are provided by the Yorkshire Ambulance Services NHS Trust, which was formed in July 2006; this Trust was not part of this inspection. NHS organisations are performance managed by NHS Yorkshire and the Humber.

The inspection outcomes: Safeguarding services

Overall effectiveness

Grade 4 (Inadequate)

13. The overall effectiveness of services in Leeds to ensure that children and young people are safe is inadequate. The council does not meet all its statutory responsibilities, as set out in national guidance, for its core business of child protection relating to contact, referral and assessments. In July 2009 the unannounced inspection of the contact, referral and assessment arrangements in the city found significant weaknesses in the provision of safeguarding services. This included weaknesses in the management and delivery of services to protect some of the most vulnerable children. Although the council's response to referrals and child protection (section 47) enquiries has since improved, the findings from this inspection confirm that some of the serious weaknesses in child protection practice identified in the unannounced inspection remain. The threshold for access to child protection services was until very recently set too high and the cost of delivering effective child protection services across the city is not yet fully understood by the council.

14. Significant work has recently been undertaken to prioritise improvements in frontline child protection services. Action has been taken to set the threshold for service at the right level, tackle poor performance, redesign systems and processes, and audit case management decisions to ensure that there is appropriate access to services. However, it is too early to demonstrate improved outcomes across all these areas of service operation. The legacy of poor decision making and increased demand for referrals associated with the new threshold for access to services have had a significant impact on workload pressures experienced by front line staff. As a result, the timeliness and quality of assessments is poor. There are delays in following up decisions; responses to referrals and assessments are not adequately recorded; and monitoring systems are over stretched. The Leeds Safeguarding Children Board does not provide effective leadership and not all members of the board are at the right level of seniority to ensure prompt decision making. Challenge across Children Leeds, the Leeds Safeguarding Children Board and the Integrated Strategic Commissioning Board to ensure child protection practice is safe and effective has improved since the unannounced inspection but remains insufficient.

15. The contribution made by Education Leeds to the broad safeguarding agenda delivered through schools is good. Leadership across all health partners has ensured strengthened governance arrangements, with clear commitment to partnership working. Revised monitoring of performance has led to safeguarding being prioritised through contractual requirements. There is good evidence of lessons learnt from three serious case reviews, with appropriate actions taken to implement changes. There is adequate Health Visitor provision to allow a planned early intervention model of care, although implementation of the Common Assessment Framework (CAF) has been slow across health

services in Leeds. User involvement in service planning is underdeveloped. There are examples of effective joint commissioning with CAMHS provision and sexual health services are able to demonstrate improved outcomes.

Capacity for improvement

Grade 3 (Adequate)

16. The capacity for improvement is adequate. The council and its partners have made safeguarding children their highest priority. There are many areas where improvements have been made across universal services for safeguarding and a new senior management team is now in place in children and young peoples services. However, the council's track record of delivering improvement in child protection services overall since the joint area review is variable, showing only very recent signs of improvement. Although the council identified in April 2009 that child protection services needed to improve and an improvement plan was developed, the unannounced inspection of the contact, referral and assessment arrangements July 2009 nonetheless identified serious weaknesses.

17. The council has responded well to the findings of the inspection in July 2009 and taken swift action to improve the situation. The improvement plan has been refreshed and implemented, and immediate action has been taken to ensure policy, procedure and practice, including a robust risk register, meet minimum standards for child protection (section 47) enquiries. There is a strong corporate steer for improvement from lead members and the Chief Executive of the council has demonstrated responsibility for the implementation of improvements through the chairing of the improvement board. Significant work has already been undertaken to prioritise improvement. Poor staff performance is being addressed and some systems and processes have already been redesigned to support improvement. For example, case management decisions are now subject to robust auditing. The threshold for access to the child protection services is now appropriate and this work is being prioritised but the timeliness and quality of assessments remain a challenge. The Integrated Strategic Commissioning Board and the Leeds Safeguarding Children Board have identified capacity shortfalls in the Leeds Safeguarding Children Board support team and the Integrated Strategic Commissioning Board has agreed an enhanced budget for the Leeds Safeguarding Children Board for 2010/11.

18. These early successes demonstrate the council can make improvements. However, the lowering of the threshold for child protection interventions and the staffing shortages seriously impact on the ability of the council to make further progress on the improvement plan. In particular, social worker caseloads are too high, front line management capacity is insufficient and the electronic recording system is not fit for purpose. Additional staffing resources have been identified and advanced practitioners are being recruited. The council's budget allocation for children's social care is to increase in 2010-2011. The delivery of this critical operational area will remain a significant challenge until plans to strengthen the social worker staffing levels are fully implemented.

19. The Integrated Strategic Commissioning Board fulfils its statutory duties and provides an appropriate level of leadership, with the exception of its links to the Leeds Safeguarding Children Board. The Leeds Safeguarding Children Board is not a full member of the Integrated Strategic Commissioning Board, although the Leeds Safeguarding Children Board Chair has recently been given the right to attend meetings at her discretion. The Leeds Safeguarding Children Board has not been in a position to challenge and scrutinise progress effectively across the area and its performance management framework is not comprehensive.

20. Priorities for the city include national and local issues and the aspirations of children and young people. Overall, progress on the Children and Young People's Plan (CYPP) demonstrates a good level of achievement with significant progress in some aspects of safeguarding. The role of the Commissioning Champion is well developed and effective. Services have been reorganised in localities to deliver sharply focused early intervention services which are closely aligned to meet local community needs. The Leeds Safeguarding Children Board has effectively undertaken three serious case reviews and has ensured lessons learnt have improved the quality of services across partner agencies and outcomes for children.

21. The engagement of health partners is good. The priority given to improving health outcomes for children and young people is reflected well in the commissioning strategy and priorities are identified, agreed and articulated in the CYPP. Additional resources are being allocated to improve service provision, although health inequalities in Leeds remain a priority area for improvement for the partnership. There are long standing issues with a high infant mortality rate and a high level of teenage pregnancies, which are both above the national average. There are early signs that the infant mortality rate is improving but the teenage pregnancy rate remains high.

Areas for improvement

22. In order to improve the quality of provision and services for safeguarding children and young people in Leeds, the local authority and its partners should take the following action:

Immediately:

- Refresh the existing children's service improvement plan to take account of the priorities for action and other issues set out in this report.
- Undertake a full evaluation of the allocation of children's service resource to ensure that the capacity of the workforce is sufficient to meet the demand for service at the published threshold.
- Tackle the unacceptably high level of social worker caseloads and insufficient team manager capacity, and ensure that newly qualified

social workers are protected from carrying high and complex caseloads.

- Re-configure the contact centre procedure and practice for the classification of contacts and referrals so that these are more closely aligned with the definitions set out in national guidance; and evaluate the implementation of recent improvements to consolidate and inform further development.
- Improve the timeliness and quality of social work responses for assessments, case planning and recording, including the analysis of risk, to meet minimum standards.
- Accelerate plans to introduce a comprehensive performance management and quality assurance framework to support casework practice relating to contacts, referrals and assessments.
- Ensure that the combined resources and expertise of the council, partners, the Government Office and specialist contractors prioritise and tackle the difficulties associated with the electronic recording system.
- Ensure that the capacity for the delivery of child protection conferences matches the demand for service, that child protection core group meetings are effective and actions and outcomes for individual children are monitored against their child protection plan.

Within three months:

- Ensure children and young people and their parents receive information on how to make complaints and gain access to the advocacy service.
- Ensure that the involvement of children, young people and their families in the child protection process is consolidated and records demonstrate that practice is being implemented effectively and their views taken into account.
- Improve access to multi-agency child protection training delivered by the Leeds Safeguarding Children Board in order to ensure all partner agency staff are well informed and they know and understand their child protection roles and responsibilities.

Within six months:

- Strengthen the Leeds Safeguarding Children Board arrangements in providing challenge and monitoring safeguarding across the partnership so that more rapid progress is made in delivering robust safeguarding services across Leeds for children and young people.

- Complete an analysis of why there is such a high proportion of children who are the subject of a child protection plan for two or more years.
- Ensure that there is a suitably trained, experienced paediatrician available across the city 24 hours every day of the week to support effective child protection medical examinations involving children.

Outcomes for children and young people

The effectiveness of services in taking reasonable steps to ensure that children and young people are safe. Grade 3 (Adequate)

23. The effectiveness of services in Leeds to ensure that children and young people are safe is adequate. Recent improvements in the contact, referral and assessment arrangements for front line child protection services ensure children in need of protection and safeguarding are appropriately identified. Examination of children and young people's case files which were the cause of concern at the unannounced inspection July 2009, and those sampled as part of this inspection, demonstrate that practice has improved sufficiently to ensure children are now safe. Families are increasingly able to benefit from a wide range of locality-based early intervention and family support services provided through effective multi-agency work. All of the parents interviewed by inspectors reported their satisfaction with these services. Despite a slow start in health services, the use of the CAF is increasing and the most recent figures show that 81% of new Common Assessment Framework led to a multi-agency plan to support the needs of children and families. The number of CAF abandoned due to families disengaging is low and reducing with the result that more families are benefiting from this type of support.

24. The impact of services to reduce road traffic accidents and serious injuries to children is effective. The rate of children killed or seriously injured in Leeds has been reducing and performance is now in line with the national average. Arrangements to tackle the weaknesses identified in the July 2008 Private Fostering inspection have been effective. The number of schools judged to be good or better for the effectiveness of their safeguarding procedures following their Ofsted inspection is at least similar to those found nationally and in some cases better. Joint work between schools and the police through the Safer Schools Partnership is a strong feature in making children safe in their schools and wider communities. Initiatives in schools to improve pupils' safety are good. Many pupils are being empowered to support their peers to tackle bullying and there are good examples of pupils leading initiatives which are reaching a large number of children and young people and are making a difference.

The effectiveness of services in taking reasonable steps to ensure that children and young people feel safe. Grade 3 (Adequate)

25. The effectiveness of services to ensure children and young people feel safe is adequate. Examination of case files demonstrates that front line social

workers are assessing child protection risk through appropriate direct work with children to ensure the threshold for access to service is identified and action is taken to protect some of the most vulnerable children. The police are working well with vulnerable families, particularly those where domestic violence is having an impact on children's safety. Although this is a growing area of work, more families are using services and this is helping to reduce the level of risk to children. The small number of parents interviewed by inspectors reported that the CAF process is making a difference to the level of support they get and is improving outcomes. Targeted work to reduce young people's involvement in anti social behaviour is increasingly effective. However, the responses made by the small number of young people who spoke to inspectors was mixed. Although one group of young people explained how well they were engaged in activities which are helping them to stay out of trouble, another group of young people said they did not feel safe because of the presence of teenage gangs in their home communities.

26. There has been a strong focus on improving the behaviour of young people in secondary schools and this has shown some success. The most recent local data indicate that the proportion of schools judged good or better for behaviour of pupils has improved to 81% and is much better than that found in 2007. Schools support pupils well. There are good arrangements in place to gain the views of pupils and this is helping to shape services. There is a good range of interventions, including mentoring programmes which are making a positive difference to pupils' perceptions of their safety and well-being. Local survey information indicates 80% of 7,000 pupils who responded in 2008/9 consider they are well informed about staying safe from bullying. Tackling discrimination, bullying, including cyber bullying and e-safety, is a high priority for the council and children and young people, and this is being addressed well. The proportion of pupils reporting bullying has fallen in the last two years and there has been a good increase in the percentage of pupils who thought that their school dealt well with bullying. The small number of pupils interviewed by inspectors report that support programmes and their positive relationships with teachers are making a difference.

The quality of provision

Grade 4 (Inadequate)

27. Service responsiveness including dealing with complaints, is inadequate. From the cases seen, child protection concerns are addressed appropriately through section 47 enquiries, risks are correctly identified, and action is taken to safeguard children. However the quality and timeliness of all actions, including assessments, do not comply with minimum standards. Thresholds for access to children in need and child protection services have been lowered and this has led to more children being effectively protected. Management oversight has been strengthened to ensure child protection decisions are closely monitored. Joint work with the police has improved but there is still a lack of consistent practice regarding single or joint visits with the police.

28. The rise in demand for child protection services has increased the workloads of front line social workers to an unacceptable level. Social workers report feeling stressed and anxious about the high number and level of complexity of their caseloads. Social workers express concerns about their ability to meet the demand of new referrals and the delays in passing cases to longer term care management teams. Social workers report they are driving long distances across large geographic areas due to the inefficient arrangement of teams. This leads to lost time and creates increased pressure on the ability of social workers to respond in a timely way. The level of staff experience across social work teams is variable. Some teams are fully staffed, stable and have the right balance of experience. Other teams do not and are staffed almost entirely by inexperienced staff who carry complex work well beyond their experience. The support provided for newly qualified staff is inadequate. As a result of the increased work demands, newly qualified social workers hold large and, in some instances, complex caseloads and they do not receive the level of training and caseload protection they require.

29. There is a well established complaints and representations process. The outcome of complaints has been used well to improve service developments and better access to information has been provided as a result. However, it is unclear from the records whether the requirement to give children and young people and their carers information on complaints and advocacy is met. The time taken to respond to some complaints does not meet the council's own standard and performance is being closely monitored by corporate services. Recording procedure and practice of the work undertaken with families is underdeveloped. The council recognises the proforma used for child protection plans is unsuitable for sharing with carers and an improved version is being introduced. It is not evident from the records that child protection plans and minutes from child protection meetings are given to carers or that reports are fully shared with them prior to meetings.

30. The management of allegations made against staff is adequate and the role of the local authority designated officer is well established and understood. Training to support good practice has taken place across the partnership, with a particular focus on schools. The highest number of allegations is reported from the secure estate which is being appropriately considered by the Leeds Safeguarding Children Board. However, the police and health staff figures for reporting allegations are very low and the number of professionals referred to the barred or restricted employment list is low; this remains an area of challenge for the Leeds Safeguarding Children Board. Multi-agency public protection arrangements are good. The management of offenders who present serious risk to children and communities is sound.

31 The arrangements for the assessment of, and direct work with, families are inadequate. The timeliness and quality of front line child protection contact, referral and assessment responses are inadequate overall. Systems and practices underpinning this work are inadequate. Progress has been made to set the threshold for access to child protection services at the right level,

implement effective auditing arrangements of team managers' decisions and improve the initial sifting of child protection referrals. However, the timeliness of responses does not always meet minimum standards except for those children with a high level of need. The level of recording by social workers and their managers is poor. Similarly, the quality of the referrals received by the assessment teams from partner agencies remains generally poor. Staff in the assessment teams struggle to understand and action these referrals effectively.

32. The out of hours service works effectively and good examples were seen of prompt referrals and good inter-agency working. Multi-agency early intervention services in localities are having an increased impact on positive outcomes for families. For some children where there were child protection concerns, the level of risk has been reduced and they have not been made the subject of a child protection plan because of this early intervention. The family group conference service has resulted in good outcomes for children and parents, which is effectively reducing the level of risk experienced by children. As yet, these effective small scale projects do not have the capacity to address the extent of need across the city and the sustainability of some of these early intervention services is not yet financially secure.

33. The arrangements for the roll out of safeguarding training are adequate and the quality is good. There is a strong focus on child protection level one and CAF training, and staff across the partnership demonstrate a good level of knowledge and understanding. However, access to multi-agency child protection training delivered by the Leeds Safeguarding Children Board is poor. There are long delays organising the delivery of training because not all partners have provided trainers to support this work. The Leeds Safeguarding Children Board inter-agency child protection procedures provide a sound basis for child protection work and are regularly updated. Effective action has been taken to support the safeguarding improvement plan and the workforce is well informed regarding the new children's services child protection procedures and the threshold for access to child protection services. The proportion of children who are subject to a child protection plan for two or more years is higher than similar authorities, and the reasons for these higher numbers need further investigation by the service.

34. Effective arrangements are in place to identify, trace and recover children and young people missing from education, home or care. The management of high risk offenders is good, as indicated by the low re-referral rate to MARAC. Joint working arrangements are in place to safeguard children and young people living in families where domestic violence is a risk factor. The incidents of reported domestic violence are rising, indicating more effective identification, and recording and a growing confidence by women in the services available. Although progress has been slow, there is now a protocol between the police and the local authority to improve the appropriateness and quality of domestic violence notifications leading to improved responses.

35. The health service provides an adequate level of consultant paediatrician support to conduct examinations between normal office hours. However, out of hours medicals are carried out by the general consultant paediatrician on call in the Trust which does not guarantee an appropriate level of expertise. NHS Leeds has identified a lack of clarity and continuity around the service delivery of medical care for children with special needs and disabilities, with provision spread across both community and acute providers. Improvements are underway; however parents have not yet been involved in this process.

36. Procedures and practice for case planning, review and recording are inadequate. Although child protection work is being prioritised effectively, the demand for social work services for children in need is outstripping existing resources. As a result, low level work and some assessments are subject to delays and the quality of social work recording is generally poor as workers struggle with priorities. It is not always clear from file records why decisions have been made and there are many examples of uncompleted assessments. Social workers are not always recording the reason for case closure before the full assessment is completed. Managers do not always review and approve decisions to take no further action. The council has recognised that the electronic recording system does not adequately support the work of social work professionals and this is leading to delays and a poor level of information to assist management decisions. Plans are in place to procure a new system, and work has already been started to manage the transition. The council has made some improvements to the existing system as a short term measure to support social workers and to assist decision making. Child protection conferences are not delivered within statutory timescales and this position is worsening with the increased levels of demand. As a result children are not effectively protected by a multi-agency plan soon enough.

37. Case planning overall is inadequate, although there are some individual examples of good child-centred, reflective and focused work. The majority of cases sampled during this inspection indicate a lack of professional rigour, with a lack of clarity about the objectives and outcomes intended for the child or young person. In several cases there was no evidence of challenge or comment by the supervising line manager or effective oversight by multi-agency core groups. The visiting frequency is well recorded but records do not always state whether a child or young person was seen on their own. From the cases sampled, multi-agency attendance at case conferences by general practitioners and the police is poor, other than by the police in domestic violence cases where they are already involved.

38. Child protection plans are inadequate. This has been recognised by the council. A revised format for child protection planning has been agreed and is being implemented immediately following this inspection. Core groups are not effectively monitoring the implementation of child protection plans or updating plans clearly to reflect changes in circumstances. Effective senior and middle management oversight of performance in this area is hindered by weaknesses in the electronic recording system. Child protection reviews are generally held

on time but are chaired by people who do not chair the initial conference which limits the consistency and effectiveness of oversight. Social workers to whom cases are transferred do not routinely attend conferences and therefore do not hear at first hand the level of detailed discussion which would inform their practice. There are some delays in transferring cases to social workers from the assessment worker.

Leadership and management **Grade 4 (Inadequate)**

39. Leadership and management of safeguarding services for children and young people are inadequate. The wider safeguarding agenda is being tackled well by agencies but leadership and management have not applied sufficient rigour to the core child protection business and there are serious weaknesses in the delivery of services which do not meet minimum standards.

40. Ambition and prioritisation are adequate. At the beginning of the year, key areas of improvement were identified in the delivery of children's services child protection arrangements and changes have been made at senior management level to support this programme of work. However, at the time of the unannounced inspection in July 2009, these improvements had not yet been realised. In accordance with the council's own assessment, the unannounced inspection concluded that services fell well short of that which is required for the protection of children and that children were potentially being left at risk. The council has engaged with the Government Office and has taken swift action to tackle the presenting issues. It has been recognised at the highest level of the council that improvement needs to take place and an improvement board has been set up, led by the Chief Executive. A comprehensive action plan is being implemented and there is transparency across all agencies about how weaknesses are being tackled. Elected members demonstrate a strong commitment to champion the needs of vulnerable children and they are appropriately challenging the rate of progress on the delivery of the improvement plan. Although some early successes have been realised, progress is being hindered by a lack of social work capacity. This remains a considerable challenge for the council.

41. Determined leadership of Children Leeds, the Integrated Strategic Commissioning Board and the Leeds Safeguarding Children Board has ensured that all agencies demonstrate a strong commitment to the broad safeguarding agenda, including the voluntary and independent sector, and to the delivery of services which closely match local needs. Service users have demonstrably helped to shape the CYPP and the plan relates well to user needs. The key priorities are effectively communicated across the city. Services are beginning to make a difference and are improving the lives of some of the most vulnerable and needy children and families. Provision for children and young people with learning difficulties and/or disabilities, and for other vulnerable groups, is informed by a detailed needs analysis and the partnership is taking steps to improve further services to meet the needs of these vulnerable children.

42. The leadership and management of health service provision across the city are adequate. Safeguarding policies and procedures are in place and reflect Leeds Safeguarding Children Board guidance and there is evidence of regular reviewing of risk to children and young people. The priorities of health organisations are effectively linked to the Children and Young People's Plan. Workforce strategies are in place and priority has been given to ensuring that every member of staff directly or indirectly providing health care to children young people or parents will have undergone Level One safeguarding training by end of December 2009.

43. Aspects of evaluation, including performance management, quality assurance and workforce development are inadequate. Workforce planning has not ensured sufficient numbers of qualified and experienced social workers to deliver service priorities, particularly in front line child protection services. Respondents to the social work survey reported that they are well supported by their managers and they receive a good level of supervision. However, records of supervision are of poor quality and do not demonstrate that social workers receive the right balance of support and challenge. Some workers report they are not able to access training due to work pressures. Recruitment and retention of social work staff remain a key challenge for the council in the delivery of the children's service improvement plan. The initial plan to recruit 25 advanced practitioners has been implemented. Although the council is undertaking an evaluation of the staff resource requirements for the delivery of children's services, the scale and cost of this are as yet unknown.

44. The arrangements for the evaluation of performance and financial management are embedded in some services but systems are not consistent across the partnership and are insufficiently robust to provide managers with the information they need to make effective decisions. The council has recognised that the existing electronic recording system, which supports the work of children's services, is not fit for purpose and does not support the effective delivery of the children's services core business processes. Front line staff are working hard to overcome these difficulties and there are plans to procure a new system. Meanwhile the current arrangements are having a serious, detrimental impact on the ability of social workers and managers to deliver their work to the right standard and to record essential material in a timely way.

45. Quality assurance and performance management are underdeveloped. New arrangements are in place to ensure the effective monitoring of initial child protection decisions, but the monitoring of some important areas of work is not sufficiently robust, for example the evaluation of child protection referrals made at the contact centre which do not lead to a referral to children and young people's services. Processes to ensure safe recruitment meet the statutory minimum requirements. All health care partners in Leeds have declared compliance with Core Standard 2 for safeguarding.

46. Service engagement with users is adequate. Services for some of the most vulnerable children and young people and their families do not promote user engagement. The practice and procedures for the involvement of children and young people and their families in child protection conferences are poor. Although some children do attend, the council has identified this area of work as needing better planning. The Leeds Safeguarding Children Board does not include representation from Black, minority ethnic and faith communities. The membership of the Integrated Strategic Commissioning Board is appropriate and includes a good range of cross-sector representation, including children and parent carers. Engagement with service users on the wider safeguarding agenda is good and is effectively promoted through Children Leeds. There is evidence throughout the CYPP of the contribution made by children and young people, their parents and carers in the planning processes for universal and targeted services. The children and young people interviewed by inspectors talked in detail about a series of specific projects which they had helped to shape and which feature in the plan. The implementation of locality based service has increased user involvement and influence on service design. The advocacy service for children and families in schools is good. This includes support around bullying and discrimination and for children and young people with learning difficulties and/or disabilities. The work of Education Leeds, delivered through schools, ensures that the views of pupils contribute effectively to shaping services. This is a particularly strong feature of the design of services around anti-bullying and of peer mentoring.

47. Partnership work is adequate. The level of challenge provided by partner agencies and through the Leeds Safeguarding Children Board and Integrated Strategic Commissioning Board has been insufficiently robust. Although Education Leeds and NHS Leeds make a good contribution to the core business of children's social care and the wider safeguarding agenda, children's social care is not delivering services at the right level for children and families. The Leeds Safeguarding Children Board does not provide effective community and professional leadership in relation to universal, targeted and specialist safeguarding services and its influence is not felt sufficiently across all areas where the safety and welfare of children and young people are concerned. One of the three serious case reviews undertaken by the Leeds Safeguarding Children Board has been judged good and two adequate. The lessons learnt from these have been effectively disseminated and implemented through good partnership engagement. The well-planned implementation of integrated services in localities is leading to some good joined-up multi agency work. These services are making a difference in relation to the most challenging aspects of safeguarding work, for example work with gangs and knife crime. The council has provided proactive and inclusive leadership on behalf of the partnership in the development of services in localities and there has been good support from a wide range of partners, including NHS Leeds, police, youth justice service and voluntary sector. The current arrangements for commissioning need to be reviewed and this work is being tackled by the Integrated Strategic Commissioning Board.

48. The promotion of equality and diversity arrangements is good. The city council is strongly committed to valuing diversity and tackling discrimination and this priority is shared across the partnership and clearly evident in corporate and children's services strategic plans. The vision is clearly articulated in the CYPP and the Local Area Agreement and is comprehensive, ensuring at least adequate levels of access and a very strong focus on vulnerable groups. The council's good performance is demonstrated in the achievement of Level 3 in the Equality Commission's Equality Standard. Managers report that the council's position is embedded. The council's aspirations are shared by its staff; these guide their practice and provide a sound base for improvement. There is a strong focus on diversity at all officer levels, supported by a staff performance and development framework which ensures all staff are monitored on their effectiveness at promoting equality and diversity. The need for, and planning of, services for vulnerable groups have been the subject of a thorough needs analysis. Equality impact assessments are carried out rigorously; risks are identified and acted upon with tenacity. Recruitment and selection processes are sensitive to the diversity of candidates and the workforce population is increasingly reflective of the multi-cultural make up of the local population.

49. There are many examples of strategies which are having an impact and improving the lives and achievements of children and young people across the diverse communities of the city. The roll out of locality services is helping to deliver more integrated, multi-agency services which are increasingly successful and designed to meet local needs. The majority of children and young people, parents and carers spoken to during the inspection believe services support good access for all minority groups and that they are making a positive difference. There is a strong focus on community cohesion. Consultative groups ensure the diverse cultural needs of communities are well represented. Access to parent support advisors, children's centres and health visitors is well developed in the five localities across the city. Children's centres deliver a plethora of services in line with government requirements and the priorities in the Children and Young People's Plan and the Local Area Agreement. The inclusion of parents, particularly from hard to reach and vulnerable families, is prioritised and promoted well. There are good examples of user sub groups and committees helping to shape services to support this work. Testimonies from parents involved in a range of multi-agency support from children's centres show how services working together have made a difference in supporting them in times of need and helping them to develop good relationships with their children. Concerted and prioritised actions by all partners to narrow the gap between vulnerable and diverse groups of children and young people are both improving outcomes for them and making sure their achievements are moving closer to those found in other groups across the city. For example, strong partnership working with Gypsy and Roma families has resulted in an increase in the proportion of Year 11 pupils attaining five good GCSEs in 2009. Work with families of children with an identified special educational need or a disability is developing. Small-scale consultations involving these families have ensured that the views of some parents have been taken into account and

more action is being taken to engage more parents from across the city in helping shape these services.

50. Value for money is inadequate. The children's services business operation is under resourced and there is insufficient capacity to meet business objectives. This has resulted in serious weaknesses in the delivery of services and poor responses to service users. Children and young people and their families report that social work staff are responsive and helpful, although some said there are not enough of them and they experience a poor level of service. This position is not sustainable for the council. Although unit costs in children's services are low, this does not reflect value for money as staffing resources, in particular the number of professionally qualified social workers, do not match the demand for service in key areas of service operation resulting in unmanaged risk and poor value. The true cost of delivering an effective contact, referral and assessment service has not been evaluated and this remains unknown. Systems to support performance management, quality control and the evaluation of impact are underdeveloped across services. The council has concluded that the electronic recording system, which supports the work of children's services, is no longer fit for purpose. Staff and managers report that the system does not support them in their work and is wasteful. Some work has been undertaken to address this, although a solution is not imminent.

51. The Integrated Strategic Commissioning Board actively considers how safeguarding and child protection objectives can be achieved effectively and economically. There are good systems in place to monitor budgets across the council. This practice is embedded across the partnership. Managers responsible for the financial management of their respective services know and understand the constraints of their budgets. There are some individual examples of good evaluation of value for money in specific projects and these are expressed well against outcomes for children, such as the achievement of the youth offending service in reducing the number of young people who receive a custodial sentence. The voluntary and community service sectors provide sharply focused services which are good value for money, but progress has been limited due to complicated funding arrangements which are currently subject to review. NHS Leeds and the local authority are working well together and the contribution of NHS Leeds is making a significant difference. For example, the CAMHS is providing a good level of support for some of the most troubled children and families in the city, with demonstrably improved outcomes.

The inspection outcomes: services for looked after children

Overall effectiveness

Grade 3 (Adequate)

52. The overall effectiveness of services for looked after children is adequate.

53. The CYPP expresses clear ambition and priorities for looked after children. An active corporate carers' group is rightly focusing attention on a wide number of priorities for looked after children with evidence of improvements in key outcome areas. Effective partnerships and joint working arrangements support outcomes which are at least adequate; some are good and nearly all demonstrate an improving picture, although the pace of change has been slow overall. Health outcomes are improving. The virtual school is resulting in improvements in participation in education and attainment for looked after children and their attendance is improving as a result of a clear focused attendance strategy.

54. Throughout this inspection, inspectors received strong messages from young people, social workers and team managers, parents, carers and other professionals about the heavy and complex caseloads being managed by social workers, independent reviewing officers and pathway advisors and the impact this inevitably has on outcomes and the services received. While some action has been taken, this is a major weakness which needs to be promptly and systematically addressed. The numbers of looked after children remain high and the reasons for this are becoming more clearly understood. Action is beginning to be taken to safely reduce numbers in several ways, for example through more intensive work with families. This resource is not yet sufficiently widely available to create the wider impact that is required. Placement stability remains satisfactory for the majority of young people, although there is insufficient placement choice particularly for those from minority ethnic backgrounds or young people with more complex needs. Nevertheless, additional resources have now been secured for the fostering team to strengthen family finding and support to family network carers.

Capacity for improvement

Grade 3 (Adequate)

55. Performance across a number of outcomes is improving, albeit slowly in some instances, or has remained steadily adequate. Although a new senior management team is now in place in children and young people's services and some progress is being made, service improvements are jeopardised by significant weaknesses in the capacity of the social care workforce and the extent of the challenges facing the service. Prompt action has been taken in response to previously inadequate judgements from regulatory inspection of two children's homes and the fostering service. These are now judged adequate overall and safeguarding has been judged at least adequate in all regulatory settings for looked after children. The council has good knowledge of the

weaknesses in services for looked after children, is realistic about the extent of the challenges involved, and is implementing a transformation plan to reshape and improve services. Managers, staff and carers describe a service which is slowly improving. There are strong, effective partnerships which have demonstrated commitment and prioritisation to looked after children. Partners are driving forward improvement through the allocation of resources, working to strengthen jointly commissioned services and adding capacity.

Areas for improvement

56. In order to improve the quality of provision and services for looked after children and care leavers in Leeds, the local authority and its partners should take the following action:

Immediately:

- Review the level of resource made available to deliver key social work tasks for the looked after children's service so that a sufficient professional social worker capacity is provided to meet the demand for service.

Within three months:

- Improve the quality of core assessments and case records.
- Strengthen the arrangements for monitoring the quality and outcomes of external placements, particularly in residential special schools and for those children and young people who are in schools out of the city.
- Ensure all looked after children and young people are made aware of how to make a complaint; that clear systems exist so lessons learned from complaints can help shape services and strengthen access to the children's rights services, particularly for those in out of city placements.
- Ensure the views of looked after children and young people are sought and taken into account in the reshaping of services for looked after children.
- Develop a clear and understandable set of measures and targets for the achievement of the Children's Promise.
- Review the level of resource available to support the children in council care and increase awareness of its role and membership so that it is more representative of the looked after children population.

Within six months:

- Improve the range of placement choice available, particularly those from minority ethnic communities or for those children and young people with complex needs
- Improve the effectiveness and relevance of personal education plans
- Improve the regularity and timeliness of information-gathering on the progress of looked after children at a strategic level to enable regular tracking of pupils' progress and more timely evaluation of the impact of actions and interventions on progress and learning of looked after children.

Outcomes for children and young people

57. Services to promote health outcomes among children in care are good. NHS Leeds has demonstrated a strong commitment to improve services for looked after children delivered through increased investment. This has led to a good level of improvement in the proportion of looked after children with an up to date health needs assessment rising significantly from 72% in 2006/7 to 83% in 2007/8. Close scrutiny of local data shows this trend has been sustained and is now reported to be 89%. There has also been a strong focus on the protection provided through immunisations, which has also increased to a good level. Mental health needs are well met through a jointly commissioned and integrated CAMHS. There is a good approach to aligning services through the joint therapeutic social care/CAMHS team. Access to the specialist team is appropriately prioritised and this ensures looked after children receive timely support for their assessed emotional and mental wellbeing needs. The therapeutic social worker team provides effective support to foster and residential carers to enable them to identify concerns earlier. The team is effectively supporting placement stability for many looked after children. For example, out of 84 cases seen at fostering surgeries held over last two years, only eight suffered a placement breakdown.

58. There is good targeting of care demonstrated through sexual health support for looked after young people. This support is effectively delivered through the funding of a specialist nurse attached to the pathway planning team. The arrangements to support the health needs of unaccompanied asylum seeking children are good. Increased resources for the looked after children health team has enabled a good level of health promotion for unaccompanied asylum seeking children through a recently established boys' group. Health promotion work is particularly sensitive to cultural beliefs, values and sexual health practices and support is effectively delivered to meet the diverse needs of this group of young people.

59. Safeguarding arrangements for looked after children are adequate. Nearly all looked after children and young people have a named qualified social

worker. Most see their social worker regularly including being seen alone, although this is not always clearly recorded. Most children and young people seen by inspectors said they feel well supported, particularly where they have experienced consistency in their social worker or placement. The survey conducted for this inspection identified 78% of those who responded, report that they feel very safe and a further 12% felt fairly safe. The arrangements for looked after children reviews have improved from a very low base and are now adequate. More looked after children are having their reviews completed on time. The council's own data show that at September 2009 84.6% of reviews were held on time and this improvement was confirmed by parents, carers and other professionals who spoke to inspectors. There is a range of support available to children in their placements, for example support to children with their emotional and behavioural needs through the dedicated therapeutic team. The consultation and support provided by CAMHS to social workers, carers and children have become increasingly flexible and more readily available through foster carer clinics or professional consultations and are highly regarded by professionals and carers.

60. Placement stability is given appropriate priority and a range of services is available to support children in their placements. The survey conducted for this inspection identified 83% of the children who responded felt that they were currently living in the right place, while 73% reported that their most recent placement move had been in their best interests. However, 86% of children reported that there was no placement choice available and this is confirmed by professionals working with them. Processes to support the placement of children for adoption remain strong and placement decisions are made quickly. There is limited use of external placements which are used appropriately for a relatively small number of children with specialised or complex needs. Some action is being taken to improve placement choice. For example, a contract has recently been developed with six independent fostering agencies. This is subject to monitoring in line with the national framework and includes a focus on safeguarding. Although monitoring of external placements takes place using information from regulatory inspection reports and the social work visiting and reviewing process, the scrutiny of the quality of services through commissioning is too reactive.

61. The impact of services to enable looked after children and young people to enjoy and achieve is good. Partners are working successfully with the council in their shared ambition to improve outcomes and to narrow the gap between looked after children's performance and that of other young people in Leeds and nationally. All key outcomes are improving and there have been some notable successes. For example, in summer 2009 when national results remained similar to the previous year, the proportion of 11 year old looked after children attaining average levels in their Key Stage 2 tests in English and mathematics rose by 10 percentage points. Similarly, at Key Stage 4 the proportion of 16 year olds sitting and attaining 5 GCSEs grade A*-G has risen significantly and the gap between their results and the national figure has narrowed well. There has been an impressive 20 percentage point narrowing of

the gap in the proportion attaining at least one GCSE. The proportion attaining five higher level GCSEs or equivalent has also improved at 19%, although still well below average, represents effective progress since 2008. Standards are also rising at a similar rate for looked after children identified with a special educational need or disability.

62. Good direct work with looked after children, including those facing challenges or who are underachieving, is helping to improve their placement stability, enjoyment and achievements. This includes direct action by the headteacher of the virtual school and the Education Projects team, one-to-one tuition, Stepping Stones, the Find Your Talent programme and the Creations Project which is run in partnership with the library service. Young people, schools, parents and carers confirm that they are also supported and encouraged to attend a wide range of activities that meet their needs. Schools speak highly of the good and regular training for designated teachers of looked after children that not only keeps them up to date with the requirements of the role, but also challenges and supports them to improve practice and raise achievement. Headteachers report that the appointment of the headteacher for the virtual school for looked after children has raised the profile of this group, heightened school's accountability for them and enabled more timely direct interventions and support leading to improvement.

63. The attendance of looked after children in primary schools is better than that of other children in Leeds, although still below that found nationally. Partners have also made effective progress in improving the attendance of secondary-aged looked after children in 2009, through targeted support and help where required. Attendance improvement officers and schools are effectively tracking and working with those who are absent. The proportion of looked after children who are persistently absent is also reducing and has decreased by over four times the Leeds' average rate.

64. Although standards are rising, the headteacher of the virtual school is aware that the capacity to monitor the educational progress of looked after children is restricted to twice a year because of current recording systems. This limits the opportunity for him, his team and the Multi-Agency Looked After Partnership to monitor consistently underachievement or the impact of the significant number of interventions provided. Looked after children's personal education plans are reviewed within timescales. Evaluation by the virtual headteacher has shown the quality to be inconsistent and the format cumbersome. Designated teachers for looked after children spoken to during the inspection agree. Nevertheless, annual and challenging targets for improvement are set for each looked after child following dialogue and debate between schools. These are evident in the plans and are reviewed half-yearly. Effective action is taken to tackle any concerns.

65. Opportunities for looked after children and young people to make a positive contribution are adequate. Looked after children and care leavers are consulted on a range of issues and there is some evidence of changes to

service delivery as a result. There are annual conferences for young people leaving care, during which young people express their views on a range of issues. For example, the input of young people has resulted in an increase in care leavers' allowances. Children and young people were consulted on a draft children's pledge and the 'Children's Promise' was launched in August 2009 using the word 'promise' in place of pledge in response to children's views. It is as yet insufficiently clear how progress against the 'Children's Promise' will be measured and evaluated. A Children in Care council has recently been formed with an as yet small core group of regular members. This has the makings of an excellent group and links are developing with the corporate carers group. However, there is insufficient awareness of the children's council amongst the wider group of looked after children and the staff and carers who work with them.

66. The corporate carers group has recognised the need to increase membership in order to be more effective and more representative of looked after children's views. The young people interviewed by inspectors were not sure if the necessary support and resources are in place from the council to enable the group to have the impact that is hoped for. The survey carried out for this inspection identified that 69% of children surveyed felt that their views were listened to in their reviews either well or very well, while 77% of children felt that adults always or usually kept them informed about changes in their lives. Multi-agency work with looked after children who offend or are at risk of offending is slowly reducing incidents. Although remaining much higher than average for similar young people, most recent local information suggests that the percentage of young people convicted or subject to final warning or reprimand has reduced from 15.5% in 2008 to 13.8% in November 2009.

67. The impact of services to enable looked after children and young people and care leavers to achieve economic well-being is adequate. Services are improving as a result of strong leadership, more appropriate curriculum choices, partnership working, targeted support and effective interventions. Although still comparatively high, the proportion of 16 year old looked after children not in education, training or employment has reduced by 5 percentage points over the last year. The percentage of 19 year old care leavers in education, training or employment has also improved from 31% in March 2008 to 41% in March 2009, and is now approaching the average for similar councils.

68. The capacity of services to meet the needs of looked after children and care leavers is increasingly effective through actions such as the appointment of additional Connexions personal assistants and specific workers to support those with special educational needs or disability and ensuring young people have regular access to support, advice and guidance. Although in the early stages, the development of designated tutors in colleges is also beginning to improve the support and guidance in the further education sector. Colleges now offer flexible support and apprenticeships are beginning to be developed with the Care2Work project. Over 34 care leavers have been successfully supported into higher education.

69. Good, timely individual support is also provided to older unaccompanied asylum seekers and they report with conviction the positive difference this has made to their safety, care, aspirations, access to college and improvements in their competency in English. Projects such as Aiming High are also raising the aspirations of looked after children and care leavers, including those with a special educational need or disability. Additional capacity to support transitions to adult social care for care leavers with special educational needs or disabilities has been added and this is beginning to improve outcomes for them. Young people spoken to during the inspection who were in Year 11 reported positively on their residential experience in higher education.

70. Services work effectively to meet the accommodation needs of care leavers and bed and breakfast accommodation is used for a small number of young people as a last resort. Access to decent housing and support packages has improved as a result of the post-18 placement policy and prioritisation through Multi-Agency Looked After Partnership and Corporate Carers group. Provision now includes access to four hostels and semi-independent living with support packages provided through an independent service provider. Floating support is offered by various providers to over 60 young people. Services are currently reviewing the contract for some housing providers to ensure that it is all of suitable quality and in suitable locations.

The quality of provision

Grade 3 (Adequate)

71. The quality of service provision for looked after children is adequate.

72. Service responsiveness is adequate. The number of looked after children in Leeds at approximately 1,360 is significantly high compared to similar councils. However, whilst the number of looked after children has increased in comparator councils in the last quarter of 2008, the population of looked after children in Leeds has remained static. Analysis undertaken by the council indicates there are many reasons for the high numbers. These include: relatively high numbers of children placed at home with parents or with family members on care orders; significant numbers of young unaccompanied asylum seeking children who arrive in the city; the need for more effective assessment, planning and review as well as the need for more effective and timely early intervention services. In common with similar authorities, there has been an increase in children becoming looked after because of drug and alcohol misuse and domestic violence. External research commissioned by the council earlier in 2009 identified a number of these factors and some actions have been taken to reduce safely the numbers of looked after children. These include reviewing the need for care orders for those young people placed with families, or the development of more effective and timely intervention programmes such as family network groups and multi-systemic therapy pilots. These are at an early stage but are already showing early signs of impact in terms of enabling children and young people to remain safely at home.

73. The needs of looked after children are taken into account when placement decisions are made but few of them experience any real placement choice due to the limited capacity of the service provision. The level of support provided by social workers in care management teams meets only the minimum standards. Social workers carry mixed caseloads which include looked after children, children with child protection plans and children in need. Workloads are heavy and the work is frequently complex resulting in social workers and team managers facing significant work pressures and having to balance competing demands. This impacts on the quality of service offered to looked after children and families with consequent risks.

74. The arrangements for looked after children and young people to make a complaint are satisfactory. Most looked after children are aware of how to make a complaint although the survey of looked after children undertaken for this inspection indicates a significant number did not. The survey also indicates that nine out of ten children who had made a complaint felt that it had been sorted out fairly. In a small number of cases seen there were significant delays in resolving formal complaints. The arrangements for improving the quality of services based on the lessons learned from complaints is under developed. The children's rights services is commissioned from a large voluntary organisation and this provides a good level of independence to support this area of work. Although there are regular advocacy sessions provided for children in children's homes, other children including those living in placements commissioned outside Leeds are only informed about the service through their reviews.

75. Assessments and direct work with looked after children and young people are inadequate. In the cases seen by inspectors, there were some examples of very good practice and direct work with families and some children interviewed by inspectors described how services are making a positive difference to their life. However, the quality of social care practice overall is too variable and the limited capacity of the social care workforce is having a significantly detrimental impact on the quality of assessment and direct work with looked after children. The quality of core assessments is too variable and while there are examples of good or adequate assessments, many lack depth and analysis. Young people leaving care were very aware of the impact of the work pressures on their pathway advisors, reducing their ability to provide them with the levels of support they needed. A number of services commissioned from local or voluntary agencies provide valued additional support to young people leaving care.

76. A multi-systemic therapy pilot, funded nationally, provides excellent support to a small number of families and young people on the edge of care. The pilot has evidence of early positive outcomes, with the majority of young people remaining safely at home after intervention. Parents are extremely positive about the impact of the project, reporting that it has kept their families together and enabled them to '...get back in control'. The family group conferences pilot in south Leeds is resulting in good outcomes for a small number of children on the threshold of becoming looked after. As yet these

effective small scale projects do not have the capacity to address fully the extent of need across the city and sustainability remains a concern for workers and families as the initial funding guaranteed is not yet secure.

77. The arrangements for case planning, review and recording are mostly adequate. Looked after children have up to date care plans which are reviewed regularly. A small number of parents who spoke with inspectors said they understood the plan for their child and felt that their views and their children's views were taken into account when plans were reviewed. Independent reviewing officers, however, report weaknesses in pathway planning for young people leaving care and plans sampled by inspectors were insufficiently clear about the overall objectives for the young person. Reviews sampled by inspectors were clearly written and understandable, with follow up of previous actions and clear recording of future actions and responsibilities. Independent reviewing officers provide a good level of challenge and a number of improvements have recently been made to strengthen their role, including the creation of independent management arrangements and increasing their capacity. However independent reviewing officers also carry heavy caseloads which are stretching their capacity. Looked after children are offered consistent chairing of their reviews and this strengthens effective planning. There is a good level of focus on engaging with parents, for example where parents or children have not attended reviews, Independent reviewing officers offer a separate meeting. The review process is supported appropriately by key professionals, such as from health or education.

78. The level of support provided by the Children's Asylum and Refugee Team is adequate and highly valued by the young unaccompanied asylum seeker children. However the systems and processes which underpin the service are weak. There have been significant changes in staffing and management of the team and there is a need for greater clarity about the focus and planning of the work with individual young people. The standard of case recording is poor. There is currently a dual system of recording in operation with some information on paper files and some held electronically. This results in gaps in recording which are compounded by the workload pressures experienced by social workers.

Leadership and management

Grade 3 (Adequate)

79. Leadership and management of services for looked after children and young people are adequate.

80. Ambition and prioritisation are good with firm commitment from elected members and front line staff to improve outcomes for looked after children and care leavers. There is a strong focus on narrowing the gap between this group of young people and young people across Leeds and the national average. The vision and priorities for looked after children are clearly articulated in a range of strategic plans and link clearly to the top priority within the CYPP. This commitment has translated into some improved outcomes for looked after

children, for example in improving their achievements and educational outcomes and in improving health outcomes.

81. Evaluation, including performance management, quality assurance and workforce development is inadequate. The existing arrangements for the delivery of social work support for looked after children does not ensure sufficient priority is given to this area of work. The workforce capacity in social care is currently insufficient to meet the needs of the service. Social worker caseloads are high and workers are struggling with workload pressures so that all children do not receive the level of service required. Managers of the service acknowledged there are gaps in the skills and experience of workers. The council has identified the need to develop a more dedicated and integrated service for looked after children and is developing plans for this. Some improvements have already taken place, for example in educational support for looked after children. These actions are beginning to make a positive difference to the way that services are working together to improve outcomes for children. Although some initiatives are too early in their development to show measurable outcomes, there are some examples of good impact such as the one to one work to support the education of looked after children and the interventions taken to support children to remain in education and reduce their absence from secondary school.

82. Systems to support management decisions have recently improved, with a new, more focused approach to performance management arrangements and quality assurance. A more robust framework for performance management has been developed and a dedicated team is being established to drive improvements in service quality. Clearer requirements for the auditing of practice have been introduced at team and practice level in social care but team managers report that existing work pressures prevent them from fulfilling these requirements. At the strategic level, performance reporting is regular and the Corporate Carers group and the Executive Board receive detailed reviews of progress towards the many targets to improve outcomes for looked after children.

83. Effective self-evaluation by the Multi-Agency Looked After Partnership and audit information show that managers have a clear understanding of the strengths and areas for improvement within and across services and in the outcomes for children. They have conducted a range of research and analysis to make sure that priorities are well informed by national and local contexts. Regular reviews of the educational achievements of looked after children take place and they have a clear view of what needs to improve. For example, they are aware of the need to improve monitoring and evaluation of the impact of provision for pupils placed out of the city, including the small number who are educated in residential special school provision.

84. User engagement is adequate. Action taken to consult with and encourage the participation of looked after children and care leavers is adequate. A wide range of consultations has taken place. However, the number of participants is

sometimes low and it is not always clear how representative the groups are of looked after children. There is, however, some evidence of services changing as a result of young people's views, such as the care leavers service. The consultation on the health needs of looked after children has identified the need for male workers to work with young men and some action has been taken to tackle this. A more flexible choice of venues has also been developed as a result of their views. It is, however, unclear how young people will be involved in the reshaping of services for looked after children including residential care.

85. Work in partnerships is good. There is good partnership working at a strategic and local level to improve outcomes for looked after children. Strong and effective partnership working with schools, early years' providers and other educational settings has made a demonstrable difference to the attainment and progress of looked after children and care leavers and to their enjoyment, as evidenced in their increasing attendance rates at school. NHS Leeds has demonstrated good prioritisation and commitment to improving outcomes for looked after children. Additional resources have been allocated to increase the looked after children health team, enabling them to provide increased health promotional activities and preventive work in a range of innovative ways. This work is supported effectively by other professionals and a range of community health staff have received a good level of training to enable them to improve health outcomes for looked after children.

86. The development of locality and inter-agency working is increasingly developing the capacity of local areas to meet the diverse needs of looked after children and is making a positive difference to outcomes for them. Commissioning of services has been undertaken by the long established joint financial action group. The remit of this group has recently been reviewed and plans are in place to establish a more robust, joint-commissioning framework by April 2010. Commissioning of external placements for looked after children is developing positively from a reactive model to a more proactive, strategic model that is based on audit of need. Voluntary and community sector representatives are strongly involved in partnerships but feel insufficiently involved in strategic planning. They consider that their expertise and knowledge about needs and gaps in services are currently under used within the existing commissioning structures and with the extent of changes which are taking place. The process for decommissioning of services is not always timely and the outcomes are not always effectively communicated.

87. The promotion of equality and diversity is good. The outcomes for looked after children are improving; the gap between these and the outcomes for the general child population in Leeds is narrowing well. Health inequalities are being addressed effectively by a range of targeted support and through the provision of a range of services which are responding to different cultural needs and which are making a positive difference to the timeliness of their health and dental assessments. Annual evaluation of the achievements of looked after children from diverse communities shows that they make broadly the same progress as looked after children in general. Impressive partnership working

with the specialist inclusive learning centres and partners across localities is helping to include and meet the individual needs of young looked after children. The Aiming High for Disabled Children programme is reaping good rewards and is effectively helping to narrow the gap between their performance and other children in Leeds. Young unaccompanied asylum seekers spoken to by inspectors were positive about the support they receive, including for their specific cultural or religious needs. Transitions into adult disability services are being revised to make sure there is a seamless route for all, although services are aware that this is in the early stages of development. However, despite a range of positive initiatives to involve and include parents, a small number of parents and carers of children with disabilities feel that services have been slow to tackle their children's needs, although they have commented that things are improving. The service is taking action to widen participation in consultations with this group in order to more effectively respond to their views.

88. Value for money for looked after children is adequate. Virtually all outcomes for looked after children and young people are getting better. Services are committed to maintaining that improvement through regular evaluation and review. Comparisons of costs take place against costs in similar areas and the national average. Budgets have been realigned and efficiencies achieved through the scrutiny of high cost commissioned contracts. Services are increasingly being integrated across localities; new services are being commissioned and additional resources secured to support the delivery of this key priority, for example £1.6 million to provide residential accommodation to support some looked after children with complex needs. In order to strengthen the reviewing processes and to improve the quality of placements there has been an additional investment of £100,000 to increase the capacity of the Independent Reviewing Team. Examples of effective joint commissioning with services includes Connexions, Supporting People and children's social care to meet more effectively the housing needs of care leavers and looked after young people aged 16 and above. Joint funding of Tier 3 mental health therapeutic services has also been developed to support looked after children and to support placement stability through placement clinics.

Record of main findings: Leeds City Council

| Safeguarding services | |
|--------------------------------------------------------------------------------------------------------------------------------------------|------------|
| Overall effectiveness | Inadequate |
| Capacity for improvement | Adequate |
| Outcomes for children and young people | |
| Children and young people are safe: effectiveness of services in taking reasonable steps to ensure that children and young people are safe | Adequate |
| Children and young people feel safe: effectiveness of services in helping to ensure that children and young people feel safe | Adequate |
| Quality of provision | |
| Service responsiveness including complaints | Inadequate |
| Assessment and direct work with children and families | Inadequate |
| Case planning, review and recording | Inadequate |
| Leadership and management | |
| Ambition and prioritisation | Adequate |
| Evaluation, including performance management, quality assurance and workforce development | Inadequate |
| User engagement | Adequate |
| Partnerships | Adequate |
| Equality and diversity | Good |
| Value for money | Inadequate |

| Services for looked after children | |
|-------------------------------------------------------------------------------------------|------------|
| Overall effectiveness | Adequate |
| Capacity for improvement | Adequate |
| Outcomes for looked after children and care leavers | |
| Being healthy | Good |
| Staying safe | Adequate |
| Enjoying and achieving | Good |
| Making a positive contribution | Adequate |
| Economic well-being | Adequate |
| Quality of provision | |
| Service responsiveness | Adequate |
| Assessment and direct work with children | Inadequate |
| Case planning, review and recording | Adequate |
| Leadership and management | |
| Ambition and prioritisation | Good |
| Evaluation, including performance management, quality assurance and workforce development | Inadequate |
| User engagement | Adequate |
| Partnerships | Good |
| Equality and diversity | Good |
| Value for money | Adequate |

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Terms of Reference

Appendix 2

Background

On 7 December 2009, Leeds City Council formally agreed with Dawn Primarolo MP, Minister of State for Children, Young People and Families, to establish an Improvement Board led by an independent chair.

This proposal was in response to a range of challenges identified across children's services following an unannounced inspection of contact, assessment and referral services in July 2009 and subsequent inspections/assessments. The key inspections/assessment included:

- Ofsted's July 2009 unannounced inspection of contact, referral, and assessment services which identified a number of 'priority areas for action';
- Ofsted's annual children's services assessment published in 2009 which concluded that 'whilst the majority of the local authority's inspected and regulated services provision in children's services are good or better there are significant weakness in areas of social care provision' which led to a performance assessment of performing poorly;
- The Area Assessment published in December 2009 which identified safeguarding as being a key issue of concern and identified as a 'red flag';
- The announced inspection of Safeguarding and Looked After Children which was published on 7 January 2010 and identified that whilst positive progress was being made, significant challenges remain, particularly in regard to safeguarding which remains to be assessed overall as being inadequate. The assessment for capacity to improve was judged as being adequate.

The DCSF has also issued Leeds City Council with a (currently draft) Improvement Notice specifying the performance measures required to comply with the Improvement Notice; a range of actions to be progressed; timescales for those changes; how delivery against the Improvement Notice will be monitored and assessed; and, the action that may be taken by the DCSF if there is a failure to comply with the requirements of the Improvement Notice.

Progress against the requirements of the Improvement Notice will be assessed by:

1. The Improvement Board receiving regular updates on performance and actions against the measures and actions identified within the Council's agreed Improvement Plan;
2. The Chair of the Improvement Board reporting to the Minister for Children, Young People and Families and Leeds City Council¹ on a bi-monthly basis, and;
3. Formal six-monthly interim reviews² reporting performance against the requirements of the Improvement Notice,.

An Improvement Plan will be produced by the Council, in partnership with others as appropriate, incorporating not only the Improvement Notice and key inspection findings but also the outcomes of the significant review of children's services leadership, governance and partnership arrangements

¹ The chair will report to the Council's Joint Leaders on a bi-monthly basis, as well as the Scrutiny Board (Children's Services) at agreed intervals, to update Members of Council on progress being made.

² Following initial consideration by the Improvement Board, the formal six-monthly interim reviews will also be submitted to the Council's Executive Board, the Council's Scrutiny Board (Children's Services) and the Department for Children, Schools and Families.

that the authority has undertaken. The Improvement Plan will be signed off by both the City Council and the Improvement Board and will provide the context for the Board's work.

Purpose:

The Leeds Children's Services Improvement Board will advise on, and challenge the content of, delivery, progress and outcomes of the Improvement Plan and monitor compliance with the terms of the Improvement Notice.

Chair:

- The Board will be chaired by an independent chair
- Bill McCarthy, Chief Executive of NHS Yorkshire and Humber has been jointly appointed by Leeds City Council and DCSF to undertake this role.
- If the Chair is unable to attend any meeting then he/she shall appoint an appropriate person from the existing Board membership to deputise in his/her absence.

Board Membership:

- Bill McCarthy, Chief Executive of NHS Yorkshire and Humber
- Paul Rogerson, Chief Executive of Leeds City Council
- Councillor Stewart Golton, Lead Member for Children's Services
- Chief Superintendent Gerry Broadbent, Leeds North East Divisional Commander, West Yorkshire Police
- Peter Roberts, Chief Executive of Leeds City College
- John Lawlor, Chief Executive of NHS Leeds
- Penny Thompson, external challenge and support

Others in Attendance:

- The Council's Director of Children's Services
- James Rogers, Assistant Chief Executive (Planning, Policy and Improvement)
- Senior colleagues from children's services, Education Leeds and partner organisations will attend and report into the Board as required
- A representative from GOYH and the DCSF Intervention Team will be invited to attend in an observer capacity

Meeting Frequency:

The Board will meet on a monthly basis and a schedule of meetings will be agreed for 2010 in the first instance. Meeting requirements for 2011 will be considered by the Board in the autumn of 2010.

Quorum:

The Improvement Board has no specified quorum. It will be a matter for the chair to determine whether there are sufficient members either present or able to attend to undertake the necessary business of the Board.

Alternates:

Members of the Board will be required to attend in person or send their apologies. Deputies cannot attend in place of Board Members. For others attending the Board to support its work, deputies may attend with the prior agreement of the chair.

Roles and Responsibilities

The Board will:

1. Consider, comment upon and agree the detail of an Improvement Plan (to be prepared and agreed formally by the Council) which will provide a focus for the Board's work;
2. Ensure the requirements of the Improvement Notice, as issued by the DCSF, are adequately and appropriately addressed within the Council's Improvement Plan;
3. Receive proposals for addressing the key performance issues identified within the Improvement Notice and monitor progress including the receipt of relevant performance management information;
4. Oversee, monitor and challenge progress on, the implementation of the Council's Improvement Plan;
5. Advise on the implementation of the Improvement Plan, assessing risk and considering issues that arise that may be impeding on the delivery of the plan e.g. constraints such as IT, financial or staffing issues;
6. Assure itself that front-line practitioners, customers and partners are all being appropriately engaged by the Council in addressing the key performance issues identified within the Improvement Plan;
7. Assure itself that the Council has appropriate governance arrangements and practices which are sustainable in the longer term, in order to maintain a high standard of performance across children's services;
8. Agree the future work plan of the Board;
9. Support the chair in agreeing the key issues to be formally reported to the City Council and the DCSF as part of the formal reporting requirements, and;
10. Consider reports from the City Council and its partners, as may be required, on the wider improvement agenda in children's services.

Dissolution of the Board

The Board will be dissolved by a joint-decision of the Minister of State for Children, Young People and Families and Leeds City Council following a recommendation from the Board that all of the key requirements in the Improvement Notice have been sufficiently met and are sustainable. Any change in the Board membership will need to be agreed with the DCSF, the City Council and the Independent Chair.

Administration

Leeds City Council will be responsible for the preparation of the agenda and papers for the meetings of the Board, in consultation with the Independent Chair. Papers will be distributed to Board Members at least five working days in advance of the meeting. Leeds City Council will also be responsible for the administration, clerking and hosting of the Board meetings and will ensure that minutes are taken and distributed to Board members within one week of a Board meeting. The Chair should agree minutes before circulation.

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Monitoring the Children’s Services Priority Improvement Plan

| Key Meetings | Purpose of Meeting | Frequency of Meeting |
|--------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------|
| Children’s Services Leadership Team | Improvement plan monitoring and clearance of papers for the Improvement Board | Once a month |
| Children’s Services Support Group | Challenge and support for the delivery of the plan from a cross-council perspective | Once a month |
| Children’s Services Improvement Board | Advise on and challenge delivery, progress and outcomes of the Improvement Plan Monitor compliance with the terms of the Improvement Notice | Once a month |
| Children’s Services Scrutiny | Monitoring our progress against the plan on a quarterly basis | Quarterly (tbc) |
| Executive Board | 6-monthly review of progress against the Improvement Plan | 6-monthly |
| Member Reference Group (currently being established to review the work of the Improvement Board) | Briefing on progress against the plan and challenge as appropriate | Once a month |
| Leader Management Team | Briefing on progress against the plan and challenge as appropriate | Once a month |
| Corporate Leadership Team | Monitoring and, where appropriate, supporting the delivery of the Children’s Services Priority Improvement Plan | Once a month |
| Children’s Trust Board | Understanding our progresses against the Children’s Services Priority Improvement Plan and driving forward progress | TBC |
| DCSF – Quarterly Performance Monitoring | Monitoring of progress against the Improvement Plan | Quarterly |

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Originator: Lorraine Hallam
Chief Officer- HR
Tel: 0113 39 51600

Report of the Director of Resources and Acting Deputy Chief Executive

Corporate Governance and Audit Committee

Date: 17 March 2010

Subject: Remuneration Committee

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Executive Summary

1. This reports provides information on national guidance regarding the establishment of a Remuneration Committee and seeks the view of the Corporate Governance and Audit Committee to inform the work programme.

1.0 Purpose Of This Report

- 1.1 To update and consult the Committee on considerations for establishing a Remuneration Committee following a report on 13th January 2010 regarding the current arrangements.

2.0 Background Information

- 2.1 As set out in the Code of Corporate Governance the Corporate Governance and Audit Committee has a responsibility for reviewing the Councils governance arrangements. Through its terms of reference, set out in Part 3 Section 2B of the Constitution, it is authorised to

- review the adequacy of policies and practices to ensure compliance with statutory and other guidance
- review the adequacy of the Council's Corporate Governance arrangements (including matters such as internal control and risk management)

- 2.2 In this context the Committee received a report on 13th January 2010 outlining the national and local frameworks for determining and implementing senior officer remuneration packages. Observations were made in consideration of the Council's Code of Corporate Governance, recently updated guidance from the national Joint Negotiating Committee for Local Authority Chief Executives regarding salary frameworks and the amended Accounts and Audit Regulations.

- 2.3 Members concluded that there is a need to implement a clearer and more structured approach to the determination of remuneration. The Committee supported the appointment of a remuneration committee by the Council and resolved to:

- request further clarification about the new legislation, specifically how it affects employees of bodies such as ALMOs and Education Leeds, and in relation to the disclosure of compromise agreements;
- request that the Committee is consulted about progress on improved arrangements for determining remuneration, so that it can be satisfied that arrangements are satisfactory from a governance point of view; and
- continue to monitor the governance arrangements for the determination of senior officers' remuneration.

3.0 Main Issues

- 3.1 The JNC for Local Authority Chief Executives published an updated National Salary Framework and Conditions of Service Handbook in September 2009. It made clear the important for good governance in demonstrating that decisions on pay and reward packages for chief executives and chief officers have been made in an open and accountable way.

- 3.2 Adoption of a Committee approach is optional to the authority and it is accepted that different models may suit different authorities. What is made clear is the need to provide a verified and accountable process for recommending senior levels of top salaries. The handbook provides guidance on the role of the Chief Executive and their employment and provides the following considerations for developing a remuneration committee/panel.

3.2.1 Composition:

In order to be representative but viable the Committee needs to be small but it can be useful to have an odd number of members to ensure that clear decisions can be taken. Working by consensus is also a viable option. It is suggested that the Committee should have no more than 5 members.

- 3.2.2 The Committee can be composed entirely of elected members if this is the most workable solution in an authority but consideration may be given to having some external representation. Any external members should of course have no conflicts of interest and should be experience in managing large organisations. It would be best if members involved in appraising performance of officers whose remuneration is recommended by the committee were not themselves members of the committee.
- 3.2.3 **Remit:**
The Committee will be responsible for providing advice and will have delegated authority for making decisions or recommendation to the full council (or another Committee) on pay and remuneration issues within its agreed remit in relation to chief executives.
- 3.2.4 To make properly informed decisions on pay policy the Committee will need to ensure that it has comprehensive relevant and reliable advice and market data provided by the JNC annual salaries and numbers database in conjunction with consultancy advice.
- 3.2.5 The remit of the Committee would include all those elements of the remuneration package, which are not set nationally (e.g. pensions) or overall council Policy including fixed salary, variable pay elements and some additional benefits within the context of overall pay.
- 3.2.6 It would also be responsible for oversight of any performance/contribution-related pay scheme for the chief executive (targets to be set and reviewed elsewhere as part of the chief executive's performance management process). The Committee would not be responsible for the actual operation of any appraisals processes which should be kept separate
- 3.2.7 **Process:**
The Committee should meet at least annually to:
- Determine any requirement for a formal review of the relevant pay market;_
 - (Where determined necessary) to commission relevant research and analysis and make recommendations thereon;
 - Review any remuneration issues arising from established local appraisal /performance related pay
- 3.2.8 The Committee's recommendations would be based on data / advice /evidence / views collected from a number of possible sources, including (not exhaustively):
- Council's own HR function, possibly in the form of a report on current issues
 - National and/or Regional Employers' Organisations
 - Independent external pay data/advice/facilitation from external consultancy organisations with relevant experience in pay market analysis.
 - Pay benchmark information (with local employers/other similar local authorities)
 - Performance data drawn from both council-wide performance management indicators.
 - Submissions made by the Association of Local Authority Chief Executives on behalf of their members.
- 3.2.9 The Committee would then make reasoned recommendations to the relevant Committee of the council or will have delegated authority, as defined within the constitution. In addition, in the first year of operation, the Committee would need to meet initially to agree the pay data to be collected and to agree its expectations of the process. The Committee will also need to determine what it would recommend

as an overall executive pay policy, having regard to the general pay and employment strategy of the council.

3.2.10 The Committee may also need to hold additional meetings at the request of the council, when advice is required for example on changes to existing systems or if a new appointment is to be made.

3.2.11 **Protocols**

It may well be advisable to agree a set of protocols for the operation of the Committee, to which members would be expected to adhere. This may include, for example, maintaining confidentiality whilst discussions are taking place and until decisions are published.

3.3 Local Government Employers (LGE) has produced a discussion document 'Setting rewards for Top Managers in Local Government'. This provides the national perspective and context with useful information to be considered. The report focuses most heavily on chief executives but identifies that all issues also relate to all chief officers.

3.4 The paper identifies key salient considerations and suggests approaches:

- The requirement for clear policies on the pay and conditions for most senior staff, sometimes known as remuneration policy.
- View that levels of pay for top managers must continue to be set locally
- Routine salary reviews for those in post and also for new appointments must be handled carefully and accountably
- The importance of remuneration committees

4.0 Implications For Council Policy And Governance

4.1 Addressing the recommendations of the Joint Negotiating Committee for Local Authority Chief Executives and LGE will provide a framework for good governance for the council.

4.2 Matters of pay and reward form terms and conditions of employment and as such are Council (non-executive) Functions delegated to the Director of Resources. Any changes to the council's framework would require a report to the General Purposes Committee in the first instance.

4.3 In establishing a Remuneration Committee the relationship to Employment Committee would need to be clarified, especially as they currently have responsibility for hearing regrading appeals.

4.4 Clear terms of reference will be required which set out the remit of the Committee, whether making decisions or recommendations and if so to which body. The constitution of the Committee will need to be determined addressing the question of external members and political balance.

4.5 The council should also consider developing a Remuneration policy to support the work of a Remuneration Committee, this would form the initial work of the Committee.

5.0 Legal And Resource Implications

5.1 Arrangements for determining and implementing senior officer remuneration need to comply with accounting requirements, employment legislation, legislation regarding

local government and laws relating to personal privacy. This may require changes to contracts of employment.

- 5.2 In establishing a Remuneration Committee HR resources would be identified to support the Committee. In the first year's work programme there would be intensive work to establish a policy and to provide baseline data.
- 5.3 In considering the membership of Committee the resource commitment will need to be identified. The arrangements for the Independent Remuneration panel for determining Members Allowances with a process of a four year rotation of membership to provide a consistency approach and ensures retention of knowledge provides a model which could be applied to a Remuneration Committee.

6.0 Conclusions

- 6.1 There is clear guidance and good practice for Remuneration Committees in Local Government which are based on understanding of the local government context and would meet the requirements of good governance

7.0 Recommendations

- 7.1 The Corporate Governance and Audit Committee to indicate its views on the matters discussed in this report to inform ongoing work and a report to General Purposes Committee on 22 March 2010.

Background Documents Used

Code of Corporate Governance,
Terms of Reference for Corporate Governance and Audit Committee
The Constitution – Parts 2, 3 and 4
JNC for Local Authority Chief Executives – Salary Framework and Handbook
LGE discussion document 'Setting rewards for Top Managers in Local Government
JNC for Chief Officers

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Originator: Chris Blythe

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Report of the Director of Resources

Corporate Governance and Audit Committee

Date: 17th March 2010

Subject: International Financial Reporting Standards

Electoral Wards Affected:

Ward Members consulted
(Referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Executive Summary

1. The Council has a statutory obligation to comply with proper accounting practice when compiling and publishing its annual accounts. For the 2010/11 accounts, proper practice for Local Government is defined by International Financial Reporting Standards (IFRSs). The scale and technical difficulties of this fundamental change in accounting practice is seen by the Audit Commission as a significant challenge for Local Authorities and recommends that Audit Committees oversee the arrangements to ensure compliance by the deadline of the 30th June 2011.
2. Officers of the Council have established an IFRS Board to monitor progress on the achievement of the project plan. The Board meets on a regular basis to ensure that the work plan is on schedule and that appropriate resources are available. The Board recognises that there are a number of technical issues which are subject to a national debate and are awaiting final guidance before commencing work in these areas. The Board also recognises that the intention of the Government is to ensure that there are statutory overrides which prevents these changes having a significant impact on the financial position of Local Authorities.
3. KPMG have reviewed the Council's progress to date and have assessed the Council as "on track" to achieve full IFRS implementation by the statutory deadline.

1.0 Purpose Of This Report

- 1.1 The purpose of this report is to provide assurance to members that there is an appropriate structure in place to successfully implement International Financial Reporting Standards (IFRSs). In addition, the report updates members as to the latest position in respect of the potential financial implications of these accounting changes.

2.0 Background Information

- 2.1 As part of the 2007 Budget it was announced that all Government bodies will be required to adopt IFRS. Central government, NHS Trusts, Primary Care Trusts and NHS Foundation Trusts are all required to conform to IFRS for 2009/10. For Local Government the requirement is to comply with the standards for 2010/11.
- 2.2 There are two main reason cited for the adoption of IFRS. Firstly to bring benefits in consistency and comparability between financial reports in the global economy and to follow private sector best practice. Secondly to enable Whole of Government Accounts to be compiled by ensuring all public bodies follow a consistent and up to date set of accounting standards.

3.0 Main Issues

- 3.1 Members of this Committee received an initial report on the conversion to IFRS based accounts on the 23rd April 2008. This earlier report highlighted the timeframe for implementation along with an initial indication of those areas which could have a potential financial impact on the Council's bottom line.
- 3.2 Since this initial report, the Chartered Institute of Public Finance and Accountancy (CIPFA) have issued the IFRS based Statement of Recommended Practice (SORP) and the Government has, after consulting Local Authorities, issued new regulations designed to mitigate any adverse financial implications of the introduction of IFRS.
- 3.3 With these newly issued documents officers have been able to establish a detailed project plan for implementing the new standards and have reassessed whether there is still potential for the new standards to have a financial impact on the Council.

4.0 Progress on IFRS implementation

- 4.1 An IFRS Board, chaired by the Chief Officer Financial Management, was established in November 2009. The Board is responsible for agreeing and monitoring progress against the IFRS work plan and to ensure appropriate resources are made available to meet the timescales. Currently the work is on schedule for completing the conversion to IFRS accounts by the statutory deadline. The Board also receives regular updates on the adequacy of current legislation to mitigation any significant financial implications of moving to IFRS based accounts.
- 4.2 All key finance officers have attended the appropriate training courses to ensure they are aware of the significant accounting changes required. Key elements of this training will be cascaded down to appropriate officers by way of closedown seminars and circulars in order to ensure that all staff involved with the closedown process are fully aware of the implications and requirements of their areas.
- 4.3 There are a number of very complex technical issues involved in the implementation of the new accounting standards. In order to tackle these problems officers have established two Local Authority working groups. Technical accountants from the Core Cities and the West Yorkshire Districts now meet on a regular basis in order to share ideas, knowledge and best practice. These contacts are particularly important

when responding to the various consultation exercises as a collective response has been shown to carry more weight at a national level.

- 4.4 The work plan, agreed by the IFRS Board, has been devised to allow flexibility in the order individual work streams are undertaken. This is to allow work to be deferred in areas where there is an ongoing technical debate as to the correct basis for implementing a particular standard. This ensures that the Council does not waste resources completing the conversion of one area only to find that a different interpretation has subsequently been agreed. The plan also recognises that key officers involved in the IFRS convergence will also be responsible for closing down the 2009/10 accounts. Consequently the IFRS work programme allows for a reduced IFRS work load over the closedown period.
- 4.5 The work plan recognises a number of key milestones by which the IFRS Board can monitor progress towards IFRS implementation. The main key milestones are:
- 30th June 2010 – 2009/10 accounts to include PFI and similar arrangements on an IFRS basis.
 - Jan 2011 – 2009/10 financial statements restated on an IFRS basis
 - 30th June 2011 – 2010/11 accounts produced on an IFRS basis
- 4.6 The work plan recognises a number of significant areas of work which are critical to the implementation process. The IFRS Board continues to monitor these areas to make sure they are completed within the required timeframes.
- 4.7 The current position on these work areas is as follows:

4.7.1 The accrual of employee benefits

Any untaken holiday or flexi time entitlement must be accrued to the year it is earned. The Council has currently no central recording system for the amount of leave and flexi time individuals can carry forward, but it is recorded at establishment level. Consequently it will be necessary to request individual employee records for a random sample of all employees (excluding teachers). So far the sample has been extracted from the payroll system and consideration is being given to the best method of collecting the individual holiday and flexi time records of some 2,000 employees. The Council awaits a national view on how to calculate a holiday accrual for teachers. For Leeds City Council the current estimate for this accrual (incl. teachers) would be approximately £16m. Consequently the Council has responded to Government consultation for a statutory override (see para 6.2 below).

4.7.2 Re assessment of the Council's leasing arrangements under IFRS

Asset management are currently in the process of collating all the leasing data onto one system to provide a comprehensive picture of the Council's leasing arrangements. The Council has some 165 assets it leases in and over 4,000 where the Council leases out an asset. A questionnaire has also been drafted to Head Teachers in order to ascertain the leasing arrangements within schools. Officers have also begun the process of assessing each of the 4,000 plus leases in order to determine whether they are operating or finance leases under IFRS.

- 4.7.3 Early adoption of IFRS based accounting for PFI schemes has meant that the Council must re-evaluate all current schemes to determine whether the resulting assets are on or off the balance sheet for the 2009/10 accounts. An initial evaluation of the current schemes indicates that only one asset will remain off the Council Balance Sheet. This asset is a joint services centre which reverts back to the PCT when the scheme ends. As this is a change to accounting practice, all previous accounting entries for PFI schemes must be

reversed out of the accounts and replaced by new transactions which split the revenue, principal and interest charges based primarily on the original contract details.

Work is ongoing to pull together the contract data and develop the financial model which will derive the appropriate accounting entries. KPMG will then be consulted as to the validity of the model before the accounting entries are included in the 2009/10 accounts.

5.0 External assessment of the Council's progress towards successful IFRS implementation

5.1 In December 2009 the Audit Commission requested that external auditors assess the progress Councils were making to implement IFRSs. The assessment was based on a standard questionnaire in which auditors were asked to give a red, amber or green overall verdict on the Councils' progress. KPMG's assessment for Leeds City Council was green as we are deemed to be on track to implement IFRSs. The Audit Commission report on the national results of this survey states that only one in seven Authorities have been assessed as green and on track.

5.2 The Audit Commission national survey states that nearly a third of authorities had not discussed the IFRS transition with their auditors. Within the Council, Financial Management have regular update meetings with KPMG to discuss accounting issues, including the progress towards IFRS implementation. In addition, in February, KPMG's regional advisor on IFRS implementation attended one of these update meetings to discuss progress on implementation and the technical difficulties Local Authorities are facing. Financial Management will continue to work closely with KPMG in order to agree the main technical issues and monitor our progress towards implementation.

5.3 Based on the findings of the external auditor's assessment, the Audit Commission requested a more detailed study of a small sample of Local Authorities in order to identify key issues and disseminate best practice. Deloitte were commissioned to undertake this assessment and Leeds City Council was one of twenty Local Authorities asked to help Deloitte in their review. Although the overall assessment has still to be published, feedback from Deloitte recognised that the Council is well placed to complete the implementation to the new standards and identified a number of good practices notably:

- The flexibility in the Council's work plan.
- The sharing of knowledge and best practice via the Core Cities and West Yorkshire Technical accounting groups.
- Engagement of external auditors throughout the process.

6.0 Update on IFRS areas with a potentially significant impact on the Council's accounts

6.1 The Government commenced the consultation period for the draft 2009/10 Local Government Capital Finance Regulations in November 2009. The aim of these new regulations was to provide statutory overrides for any areas where the new accounting standards would have a significant financial impact on the Council.

6.2 The current draft regulations will provide a statutory override for the employee benefits accrual. It does not however provide an adequate override for the potential impact of all possible reclassification of leases. As the officers have not yet finished analysing the thousands of leases the Council has entered into, we cannot determine what financial impact this may have. Leeds City Council has responded to the Government consultation by requesting amendments to the regulations which

would ensure there is no financial impact of the new accounting standards on the finances of Local Authorities. As the new accounting standards only come into force for 2010/11 it is still possible that even if these draft regulations are not amended then next years regulations could provide the necessary mitigations. The Council will continue to lobby the Government and CIPFA to provide comprehensive statutory overrides in time for full IFRS implementation.

- 6.3 In addition, in conjunction with other Core Cities, the Council has requested that the Government mitigate against the unintentional financial impact on the General Fund of the early adoption of IFRS accounting for PFI schemes. The impact of any liabilities recognised on the Balance sheet for PFI schemes will impact on the methodology by which the HRA is charged for it's share of the Council's debt (the item 8 determination). The Government has recognised this for 2010/11 and is consulting on changes to the item 8 determination for that year. In response to lobbying from Local Authorities the Government has now indicated that it is proposing to also amend the legislation for 2009/10. Failure to do so would cost the Council an estimated £4m reduction in the income generated for the General Fund through the item 8 charge.

7.0 Implications For Council Policy And Governance

- 7.1 Training on the interpretation of IFRS based accounts will be made available to members of this committee prior to the approval of the 2010/11 accounts.
- 7.2 Officers continue to work closely with KPMG to ensure full compliance with proper practice. KPMG are informed of any changes to our accounts prior to implementation and are asked to confirm compliance with approved accounting standards. This process will continue as we move towards implementation of IFRS.
- 7.3 The Audit Commission national IFRS implementation survey highlighted that 46% of Authorities had not informed their audit committee of the change in accounting standards and 59% of audit committees did not have a role in overseeing IFRS transition. This report seeks to give members assurance that the Council has the resources, the skills and the procedures in place to successfully implement IFRSs and that work is on schedule to meet the statutory deadline for implementation.

8.0 Legal And Resource Implications

- 8.1 Under the Accounts and Audit (Amendment) (England) Regulations 2006 the Council's accounts must comply with proper practice. The regulations define this proper practice as the Local Authority SORP. The 2009/10 SORP complies with UK Generally Accepted Accounting Practice apart from PFI transactions which fall under IFRS. The 2010/11 SORP has already been issued and this requires the accounts to fully comply with IFRSs.
- 8.2 The Audit Commission's national IFRS implementation survey stated that 63% of Authorities did not have the necessary in house skills to implement IFRSs and had hired external advisors to deal with specific technical issues such as PFI. The IFRS Board continues to monitor both the resources and technical skills required for conversion to IFRS based accounts. To date all resource requirements can be contained within existing Asset Management and Financial Management resources.

9.0 Conclusions

- 9.1 The IFRS Board has agreed a flexible work plan for the convergence to IFRS and monitors progress on a regular basis. The work plan is on schedule and although challenging there is no indication that the work will not be completed on time and to the appropriate standard.

- 9.2 The Board has assessed the in-house expertise and resources available and does not consider additional external resources are currently required.
- 9.3 Both KPMG and Deloitte have completed high level assessments of the plans and work to date and have confirmed that they believe the Council is on schedule to complete convergence to the statutory timescales.
- 9.4 The draft legislation shows the Government's intent to neutralise any adverse impact of the accounting changes on Local Authorities financial position. However in a number of areas the legislation does not achieve this objective and the Council continues to press the Government for further overrides.

10.0 Recommendations

- 10.1 Members of the Committee are asked to:
- 10.1.1 Note the framework established for planning and monitoring progress on the implementation of IFRSs
- 10.1.2 Note the progress to date
- 10.1.3 Note that the current draft legislation does not fully mitigate any adverse financial impact of IFRS implementation on Local Authorities but the Council continues to lobby the Government for amendments to the draft legislation
- 10.1.4 Agree that further IFRS up date reports are brought to this Committee in line with key milestones outlined in para 4.5 above.

Background Documents Used

Report to Corporate Governance & Audit Committee – International Financial Reporting Standards (23/04/2008).

Draft Government legislation & LCC response.

2010 IFRS based SORP.

Audit Commission national survey– Countdown to International Reporting Standards.

KPMG's IFRS assessment of LCC.

Deloitte's IFRS assessment of LCC.



Report of the Director of Resources

Corporate Governance and Audit Committee

Date: 17th March 2010

Subject: Certification of Completion of the Audit – Audit of the Accounts 2008/09

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| <p>Electoral Wards Affected:</p> <input type="checkbox"/> Ward Members consulted (Referred to in report) | <p>Specific Implications For:</p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input type="checkbox"/></p> |
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1.0 Executive Summary

1.1 KPMG has formally acknowledged the completion of the audit of the 2008/09 account. On the 15th February 2010, as required by the Accounts and Audit Regulations 2003, the Council advertised this fact in the local press and confirmed that the accounts are available for public inspection.

2.0 Purpose of this Report

2.1 Under regulation 18(4) of the Audit and Accounts Regulations 2003, the Authority's responsible financial officer is required to notify this Committee as to the completion of the audit of the accounts.

3.0 Background Information

3.1 On the 30th September this Committee received an unqualified audit opinion for the 2008/09 accounts. There was however a number of public interest queries still outstanding and as a consequence KPMG were unable to sign off the audit as complete.

4.0 Main Issues

4.1 KPMG have now confirmed that the outstanding public interest queries have been dealt with, none of which have lead KPMG to issue a public interest report. They have also confirmed that there have been no matters that have come to their attention since the 30th September 2009 which would have a material impact on the financial statements.

4.2 KPMG have therefore provided written confirmation that the audit of the accounts is

now complete in accordance with the requirements of the Audit Commission Act 1998 and the Code of Audit Practice issued by the Audit Commission.

- 4.3 In accordance with Regulation 18(1) of the Accounts and Audit Regulations 2003 the Council has advertised the completion of the audit and that the statement of accounts 2008/09 is available for public inspection by local government electors.

5.0 Implications For Council Policy And Governance

- 5.1 In previous years the completion of the audit has coincided with the audit opinion and has therefore been concluded at the Committee meetings which approve the final audited accounts. Recent indications have pointed to a rise in the number of public interest queries faced by Local Authorities. These queries can significantly delay the audit approval process and potentially lead to amendments to the accounts and / or the issuing of public interest reports.

6.0 Legal And Resource Implications

- 6.1 The Council has fully complied with the relevant sections of the Audit and Account regulations.

7.0 Conclusions

- 7.1 KPMG have confirmed the completion of the audit and that there is no requirement to amend the accounts as approved by this Committee on the 30th September 2009.

8.0 Recommendations

- 8.1 Members are asked to note the completion of the audit for 2008/09.

Background Documents Used

KPMG Notice of Certification of Completion of the Audit 2008/09



Originator: Andy Nutting

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Report of the Assistant Chief Executive (Policy, Planning and Improvement)

Corporate Governance and Audit Committee

Date: 17th March 2010

Subject: Annual Information Security Report

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Executive Summary

Breaches of information security and losses of data, both nationally and at a local level, have focused the attention of the Council to become more accountable for technical failures or for the contravention procedures which lead to the loss or disclosure of sensitive information.

Through the development of an Information Governance Framework, Leeds City Council is looking to ensure that its information assets are processed, stored and exchanged with partners in a safe and secure manner. It is important that the Council's citizens, business partners and staff have confidence and assurances that sensitive information is processed and dealt with securely.

Furthermore, the national agenda for transformational government and shared services has placed an additional emphasis upon the Council to ensure that it has fit for purpose information that can be exchanged and shared with other public authorities, partners and contractors in a secure environment.

Therefore, significant steps are being taken to identify the possible risks and determine the most robust and appropriate solutions. This report outlines proposed solutions and progress made in the twelve months proceeding the last report (30th April 2009) .

1.0 Purpose Of This Report

- 1.1 To provide Corporate Governance and Audit Committee with an annual report on the steps being taken to improve Leeds City Council's information security in order to provide assurance for the annual governance statement.

2.0 Background Information

- 2.1 Leeds City Council has recognised the need to protect its information assets from both accidental and malicious loss or damage. Information security is taken very seriously by the Council and this is evidenced by the ongoing work to improve the security of our information as outlined in this report.
- 2.2 The report provides Committee Members with an update on the more strategic and cross-council activity ongoing to provide assurance on our approach to information security. In this regard it covers actions taken to address the policy framework and development, the skills and competencies required and the technology requirements within the organisation.

3.0 Main Issues

Framework and Policy Development

- 3.1 As Corporate Governance and Audit Committee are aware, Information Governance is part of the Council's Corporate Governance Framework, which was approved at Executive Board in November 2008. As part of an ongoing assessment, the Information Governance Framework is being reviewed in order to take account of external legislative and regulatory changes and internal strategy and policy requirements.
- 3.2 The Information Governance Framework covers the six broad areas of information governance including that pertaining to Information Security, Records Management and Data Quality. As part of the delivery of the Information Governance framework, an Information Security Policy was agreed and published and was reported to this Committee in January 2009. As part of this, work has continued during 2009/10 on policy development, and assessing the appropriate framework to use for information risk management.
- 3.3 The following policies and standards have been drafted and are in various stages of consultation throughout the Council:
- Removable Media Policy – establishing the principles and working practices to be adopted for information stored and transferred to all types of removable media;
 - Leeds City Council Information Charter – as prescribed by the Information Commissioner, providing citizens with information about how the Council looks after their information;
 - Protective Marking and Asset Control Policy – adopting a security classification scheme for all of the Council's information assets;
 - Guidance to Managers on the use of Shared Drives – providing managers with advice about how to store sensitive personal information on the Council's network;

- Remote Working Policy – providing security and compliance guidance to the policy for aiding new and flexible ways of working for staff across the Council;
- Incident Management Policy – revising the current policy instructing staff on actions to be taken in cases whereby the Council's information security is compromised.

3.4 All of the above policies and standards once approved will be implemented and embedded across the Council during the course of 2010/11. These will be supported by further policy development during the next twelve months on Information Sharing; Information Risk Management; and, a Violent Warning Marker Policy. Furthermore the Council will be adopting a framework for assessing information risk and providing evidence-based assessment of performance. This framework is called the Information Assurance Maturity Model, which has been developed by the Cabinet Office for use across the public sector. This will be supported by the appointment of the Council's first Senior Information Risk Owner (SIRO). The SIRO will have responsibility for information assurance risk management across the organisation and for providing assurances about information risk to the Chief Executive.

Skills and Competencies

- 3.5 In addition to providing a framework of best practice, there is also a need to ensure the Council has the relevant expertise in place to support the provision and implementation of effective policies and approaches regarding information security. Corporate Governance and Audit Committee will be aware from last year's report the intention to improve and strengthen the Council's capacity for implementing and maintaining information assurance across the organisation.
- 3.6 To this extent the Council appointed a Corporate Information Compliance Manager in October 2009 who has corporate and strategic responsibility for information assurance (Information Security and Information Sharing) and policy requirements for information compliance (Data Protection Act and Freedom of Information Act). This post is responsible for embedding best practice and for overseeing compliance with information security requirements across the Council.
- 3.7 In addition to corporate capacity, there is a requirement for a network of people across the organisation who will lead on embedding best practice across service areas and ensuring a coordinated approach to information security. Work is ongoing with Chief Officers for Resources and Support to identify suitable resources within the Directorates to provide capacity to implement and embed policy and practice and to monitor compliance of Information Assurance work.
- 3.8 Work continues to ensure the Council is able to share and receive information from other public organisations, partners and contractors through secure networks such as the Government Connect Secure Extranet (GCSx). Together with the delivery of the Information Governance Framework, implementation of this work will be monitored through strengthened governance arrangements and during 2010/11 the current Information Governance Group will be replaced by an Information Governance Management Board (IGMB). The IGMB will be supported by a number of sub-groups that will have responsibility for developing and embedding policy and practice for the specific information governance areas, one of which will have specific responsibility for information security and information sharing matters.

Technology

- 3.9 The Council was granted a connection to the Government Connect Secure Extranet (GCSx), a national network developed to permit secure data exchange between local authorities and central government departments, in September 2009. The network connection is now in daily use by staff within Leeds Benefits Service who access information held by The Department for Work and Pensions (DWP) during the processing of claims for Council Tax and Housing Benefit. The successful connection was the result of a long term commitment by the Council to improve the security of its network and information resources. This work is ongoing, as the connection was granted even though the Council has still not achieved full compliance with all of the security requirements outlined in the Government Connect (GC) Code of Connection (CoCo).
- 3.10 A decision was taken to engage a strategic partner in line with Corporate ICT Services policy of reducing the number of key suppliers and making strategic rather than tactical purchases. Following a tender exercise, McAfee was chosen as the provider of several key services, including network intrusion prevention; vulnerability management; endpoint security services; and, a secure web gateway.
- 3.11 The Endpoint Security services suite of products contains a software component that will prevent the unauthorized use of peripheral equipment such as memory sticks, CD's and DVD's and portable hard drives. Other notable procurements which have taken place include a system to manage the process of log file information from across the Council's ICT estate. This essentially provides the Council with a defence mechanism against unauthorized access to the system. The Council's network has also received several updates which support secure management of the network equipment, inline with best practice.
- 3.12 The deployment of these services has already begun, and is expected to be completed by autumn 2010.

4.0 Implications For Council Policy And Governance

- 4.1 The Information Governance Framework will be supported by the development of policies, procedures, guidance and best practice across the six modules of the Framework.
- 4.2 All Information Governance policies and procedures will follow a consultation process to obtain support and approval and this includes the Council's Information Governance Management Board and the Corporate Governance Board.
- 4.3 Corporate Governance and Audit Committee will receive an annual report on the implementation of information security across the Council and progress towards achieving adherence to national information assurance standards.

5.0 Legal And Resource Implications

- 5.1 The resource requirements for delivering the contents of the Information Governance Framework were outlined to Executive Board in November 2008, and provision has been made to meet these requirements in 2010/11.
- 5.2 Capacity within Directorates to deliver, embed and monitor compliance to information assurance policy and practice is required, but resources for this can be identified from existing FTE's within the Directorates.

5.3 There are no legal implications from this report.

6.0 Conclusions

6.1 Information Security has rightly been identified as a key area of risk and is being addressed through changes to policy, skills and technology. As this report demonstrates a number of initiatives are currently underway which will make a significant contribution to minimising the risks associated with poor information security.

7.0 Recommendations

7.1 Corporate Governance and Audit Committee is asked to consider the contents of this annual report and the assurances provided as to the Council's approach to information security.

Background Documents Used

The following documents were referenced to create this report:

- Annual Information Security Report to CG&A Committee 2009;
- Report to Corporate Governance Board on New Corporate Information Management Governance Arrangements – 4th February 2010;
- Report to Chief Officers Resources Strategy Group on Identifying Directorate Resources for Delivering Information and Knowledge Management Agenda and Changing the Workplace – 12th November 2009.

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Originator: Ellie Fitzpatrick

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Report of the Chief Officer (Business Transformation)

Corporate Governance and Audit Committee

Date: 17th March 2010

Subject: Decision Making and Managing Performance

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Executive Summary

The CAA, Use of Resources Assessment places a greater emphasis on the importance of the use and quality of information in decision making and managing performance. Given this, all local authorities are evaluated against specific key lines of enquiry which provide a framework and criteria with which to assess organisations.

The Council can demonstrate that it has robust arrangements and good working practices in place which meet a number of the assessment criteria. Furthermore there are a number of improvement activities in place to ensure we continuously develop and improve our performance in this area.

This report outlines the key arrangements in place and the areas that are under development against each of the key lines of enquiry.

1.0 Purpose Of This Report

- 1.1 To provide Corporate Governance and Audit Committee with a report explaining the arrangements in place to ensure the Council produces relevant , reliable data and information to support decision making and manage performance as defined by the Audit Commission's CAA, Use of Resources Assessment.

2.0 Background Information

- 2.1 The Comprehensive Area Assessment (CAA) is the new framework for the independent assessment of local public services in England. It has two main elements, the Area Assessment and the Use of Resources Assessment.
- 2.2 The Use of Resources Assessment places an emphasis on the importance of the use and quality of information in decision making and managing performance. All local authorities are now evaluated against specific Key Lines of Enquiry (KLOE) which provide a framework and criteria with which to assess an organisation. Given this, the relevant key lines of enquiry (2.2) focus on how well the organisation:
- produces relevant and reliable data and works with partners to ensure the quality of partnership data;
 - understands the needs of its decision makers and provides them with information that is fit-for-purpose and is used to support decision making;
 - ensures data security and compliance with relevant statutory requirements; and
 - monitors performance against its priorities and targets, and addresses underperformance.
- 2.3 The Council can demonstrate that it has robust arrangements and good working practices in place which meet a number of the criteria. Furthermore there are a number of improvement activities in place to ensure we continuously develop and improve our performance in this area. Given this, the following provides an overview of the arrangements in place to meet the assessment criteria of the KLOE 2.2 and to ensure continuous improvement.

3.0 Main Issues

KLOE 2.2 - The Organisation produces relevant and reliable data and works with partners to ensure the quality of partnership data

- 3.1 Considerable work is being undertaken to ensure that the Council is using relevant and reliable data. There are many activities being undertaken at service and team level to ensure that data used is fit for purpose. In addition data quality is being addressed corporately in order to ensure a consistent approach across the organisation and with partners.
- 3.2 The Council's Information Governance Framework covers the six broad areas of information governance including that pertaining to data and information quality. As part of the delivery of the Information Governance Framework, a Data Quality Strategy and Policy were agreed and published in March 2007 and the policy is refreshed annually. The policy will be supported by a series of other policies, standards, procedures and guidance notes that will improve the quality of data and information within the Council. To date the following policies from the Framework which contribute to information and data quality have been approved; the Records Management Policy, the Records Retention and Disposal Policy and the Information Security Policy.
- 3.3 In addition a number of the above listed policies support the ongoing work to introduce an Electronic Document Records Management System to the organisation. The system will facilitate improved quality of electronically held documents. Work to establish consistent file structures, version control and retention schedules which will support the efficient management, search and retrieval of electronically held documents is being undertaken in pilot areas.
- 3.4 To assist with the embedding of the policies developed as part of the Information Governance Framework the membership of the Corporate Data Quality Group has been extended to 25 and provides representation from across the organisation. The group provides a network of people who can share best practice and provides a mechanism for the dissemination of relevant information and consultation on corporate data quality initiatives. The Data Quality Group also has strong links with the Performance Working Group to allow data quality issues which impact on performance reporting to be addressed from as broad a perspective as possible.
- 3.5 Furthermore best practice dictates that successful data quality initiatives require top level support therefore the Assistant Chief Executive (Policy, Planning and Improvement) has taken on the role as Data Quality Champion. The appointment of a Data Quality Champion demonstrates the importance the Council places on the quality of data and provides a level of support for data quality initiatives which was previously not present.

- 3.6 In addition, in order to address the quality of data contributing to the Council's performance indicators, the Planning, Policy and Improvement Team has developed data quality checklists which are completed with the submission of each performance indicator. The data quality checklist are also used for data supplied by partners with a focus on ensuring that the checklists are completed for the high priority indicators within the Leeds Strategic Plan.
- 3.7 A review has recently been undertaken of the criteria used to inform the data quality judgments that are drawn from the checklists for inclusion in Accountability Reports for each performance indicator. The objective of this initiative is to work closely with Directorates and partners in order to adopt a more robust, consistent and over-arching approach that provides a wider based data quality judgment.
- 3.8 To continue improvements in this area, a revised data quality checklist with a built in scoring mechanism to determine the traffic light rating, has been produced. This is currently being piloted in Children's Services and Environment and Neighbourhoods in order to ensure that it is fit for purpose and that the scoring criteria are effective. Once agreed the new approach will be rolled out prioritising the Leeds Strategic Plan /Council Business Plan indicators and then followed by national and local indicators. This does mean that the data quality traffic lights during 2009/10 may change as this more rigorous approach starts to be used.
- 3.9 The success of the initiatives undertaken to improve the quality of performance data is evidenced by the fact that it has been five years since the Council has last had a performance indicator qualified due to data quality concerns.
- 3.10 In response to recommendations from the Audit Commission following the 2008/09 self-assessment exercise for KLOE 2.2, further work is being undertaken to strengthen arrangements relating to data sharing and to enhance data quality assurance/compliance arrangements contained in existing partnership agreements.
- 3.11 It has been acknowledged that Leeds Inter-Agency Information Sharing Protocol which is used as a basis for information sharing across Adult Social Care and Children's Services does have a bias towards health information and is inappropriate for other Services Areas across the Council. Given this the Council is proposing to adopt an Information Sharing Protocol which has been designed for wider use across Council services. This Protocol has been developed in association with other West Yorkshire Public Authorities in order to adopt a common and consistent approach to the sharing of information across the region.

3.12 Furthermore a Corporate Information Sharing Policy is under development. This Policy will provide standard templates for use in information sharing agreements across the Council and these templates will include data quality standards. The data quality standards have been developed regionally with the West Yorkshire Information Management Forum and with the Council's Corporate Data Quality Group.

KLOE 2.2 - The organisation understands the needs of its decision makers and provides them with information that is fit-for-purpose and is used to support decision making.

3.13 The delivery of the right information, to the right people and at the right time to support decision making is often referred to as Business Intelligence (BI) and includes the array of activities required in the collation, integration, analysis, reporting and delivery of fit for purpose information.

3.14 There are a number of strong examples of where decision makers are supported by the availability of fit for purpose information. Examples include the Analytics Dashboard developed by the ESCR Reporting Team which provides colleagues in Children's Services with access to caseload and performance management information. In addition the Customer Services Performance Management Team have developed a balanced scorecard to aid colleagues in monitoring performance data within Customer Services. These and other examples of good practice are currently being collated for the 2009/10 KLOE 2.2 assessment.

3.15 In addition there have been substantial improvements made to the presentation of performance management information based on feedback received from Council officers and elected members. Key improvements include the introduction of balanced scorecards bringing together Leeds Strategic and Council Business Plan performance indicators and providing a holistic picture of performance. Additionally a corporate balanced scorecard provides a traffic light summary of overall performance against all our strategic indicators.

3.16 Also performance reports now capture both qualitative and quantitative information to provide a full and balanced picture of performance and the addition of action trackers to the performance management arrangements has provided further qualitative information to compliment the quantitative data.

3.17 Furthermore the Business Intelligence programme of work is a key strand of the Information and Knowledge Management Agenda. It focuses on the development of

council wide policy, technology and practice in the delivery of fit for purpose information to support decision making.

- 3.18 Typically data and information is most successfully delivered as intelligence through the use of technology. For this reason a significant part of the BI programme of work is to identify the most appropriate technologies to deliver intelligence and performance management information to the Council. A key focus of the BI agenda is the integration of data from multiple sources and a move away from the silo based approach that has previously been taken. Progress has been made in this area through the identification of Microsoft as the supplier of the Council's technical infrastructure.
- 3.19 Technology is an important enabler but central to the delivery of good quality intelligence is the availability of colleagues with the skills to manipulate and analyse the data and information. For this reason the skills and competencies required across the business and ICT to support the Council in the production and use of intelligence have been identified. Individuals from across the organisation with these skills and competencies are being identified and brought together in groups to facilitate joint working both within the Council and with partner organisations.
- 3.20 Further progress has been made in this area through the appointment of a Corporate Intelligence Manager to coordinate initiatives to improve the production of cross council and partnership intelligence. This coordinating role will involve bringing consistency and coordination to the processes involved in the production of intelligence. In addition, as a central role it provides a resource to support developmental work across Services and Directorates and to take a lead role in liaising with partners in the joint production of intelligence.

KLOE 2.2 - The organisation ensures data security and compliance with relevant statutory requirements.

- 3.21 As the Committee are aware Information Security and Compliance are of utmost importance to the Council. The Annual Information Security Update Report, which the Committee receives, provides information on how the Council is addressing this important issue.
- 3.22 Recently, a number of advancements have been made in this area. The appointment of a Corporate Compliance Manager in October 2009 has facilitated a number of key developments as has the Council's compliance with the Government Connects programme of work.

3.23 However as the Committee will also have received the Annual Information Security Report at this time, the Committee are referred to that report for further details in order to avoid duplication.

KLOE 2.2 - The organisation monitors performance against its priorities and targets, and addresses underperformance.

- 3.24 To ensure we report, monitor and act on performance information to continuously improve and deliver more efficient and effective services the Council has a robust performance management framework in place. In addition, performance management arrangements are regularly updated and improved to adapt to the changing environment in which we operate.
- 3.25 The performance management cycle operates at a partnership and corporate level as well as within each of the strategic directorates in order to ensure that a performance management culture is developed and embedded at all levels. Performance reports are reviewed and challenged by elected members and by senior officers both from within the council and from partner agencies. This provides a route for areas of under-performance to be addressed at the very highest level and for solutions to be developed jointly. Examples of key improvement areas which have been addressed through this partnership approach include crime and delayed discharges from hospital.
- 3.26 As evidenced above, the Council operates in an environment which dictates that we work more closely and productively with partners. Given this the performance management framework has been adapted to address these requirements with the development of more joined up and integrated arrangements. This is particularly evidenced by the performance management arrangements between the Council and NHS Leeds, with the first joint performance report presented to the Health Scrutiny Board in March 09.
- 3.27 Further improvements include steps taken to improve leadership and accountability arrangements, with each improvement priority from the Council's Business plan and Leeds Strategic Plan assigned to a senior officer, either from the council or from key partners. These lead officers have taken overall responsibility for the delivery of the priority. Part of this role is to ensure that mechanisms are in place which capture all the relevant workstreams/contributions from across the council, and the partnership as appropriate, and that progress is being made by monitoring key milestones and performance indicators.

4.0 Conclusions

- 4.1 There is a considerable amount of work ongoing to improve the quality and use of data and information within the council. As this work progresses the Council will realise improved performance in this area which will undoubtedly be acknowledged through the Use of Resources, Key Lines of Enquiry 2.2 Assessment.
- 4.2 The self-assessment which was undertaken for 2008/09 resulted in the organisation scoring a 2 out of a possible 4 which indicates that we are performing adequately. The feedback from the Audit Commission has identified areas for development and these areas are being addressed, as are ongoing activities to ensure continuous improvement in this area.
- 4.3 The Council are in the process of providing evidence for KLOE 2.2 for 2009/10. KPMG will be reviewing the evidence provided and will be interviewing key officers in order to arrive at their new judgement.

5.0 Recommendations

- 5.1 The Committee are asked to note the contents of the report.

Background Documents Used

- Data Quality Policy
- Data Quality Strategy
- Information Security Policy
- Records Management Policy
- Retention and Disposal Policy
- Business Intelligence Roadmap Executive Summary



| | |
|-------------|---------|
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Report of the Chief Officer (Community Safety)

Corporate Governance & Audit Committee

Date: 17th March 2010

Subject: Overview of council and partner responses to anti-social behaviour

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Executive Summary

This report provides a brief overview of anti-social behaviour, how the council and other partner services respond to it, the challenges for services dealing with anti-social behaviour and the process review of anti-social behaviour being conducted by Safer Leeds.

1.0 Purpose Of This Report

- 1.1 To provide an overview of anti-social behaviour (ASB), the services that respond to ASB and the process review being conducted by Safer Leeds.

2.0 Background Information

- 2.1 Despite public perception in Leeds being that it is a decreasing problem, ASB remains one of the foremost issues that the public want to see tackled, and there are evident gaps and overlaps in the services that deal with ASB.
- 2.2 All Crime and Disorder Reduction Partnerships (CDRPs – in Leeds, Safer Leeds) are grappling with their response to ASB, and these responses can look very different area to area (as opposed, say, to police responses to crime which are similar in all parts of England and Wales).
- 2.3 A fundamental consideration is that there is no definition of ASB (the importance of the lack of definition was highlighted in 2005 in reports from the House of Commons Home Affairs Committee on ASB and the National Community Safety Network) and its typology is broad. This means that ASB in the eyes of the public can range across a huge spectrum of problems and issues. The Home Office has produced a typology of ASB (as widely accepted “by both practitioners and the public”) with four broad categories: the misuse of public space; a disregard for community or personal well-being; acts directed at people; and environmental damage.
- (i) Misuse of public space
- Drug/substance misuse and dealing (includes discarded needles)
 - Street drinking
 - Begging
 - Prostitution (includes discarded condoms)
 - Kerb crawling
 - Sexual acts (includes indecent exposure)
 - Abandoned cars
 - Vehicle-related nuisance and inappropriate vehicle use (includes inconvenient parking, joy-riding, setting vehicles alight, cycling on footpaths)
- (ii) Disregard for community/personal well-being
- Noise (includes noisy neighbours, malfunctioning alarms, noise from pubs/clubs)
 - Rowdy behaviour (includes shouting and swearing, hooliganism)
 - Nuisance behaviour (includes urinating in public, inappropriate use of fireworks, games in inappropriate areas)
 - Hoax calls
 - Animal-related problems
- (iii) Acts directed at people
- Intimidation/harassment (includes verbal abuse, bullying, voyeurism, nuisance phone calls)

(iv) Environmental damage

- Criminal damage/vandalism (includes graffiti, damage to bus shelters)
- Litter/rubbish (includes fly-tipping and fly-posting)

2.4 There are several consequences to this broad range of anti-social behaviours:

- (i) What members of the public mean when they are asked about ASB will vary from individual to individual. (There is also considerable variation in perceptions of ASB depending on people's personal, household and area characteristics);
- (ii) Respondents may have received a service from an agency that deals with one or more of these issues (e.g. have been a victim of abuse), or may form a view from what they have seen day-to-day (e.g. environmental damage). The numbers of residents who are direct victims of ASB will be, as a proportion of the population, low but everyone will have experienced some at least of these behaviours. The vast majority will not be reported;
- (iii) Some behaviours are tolerated or even expected in certain situations (e.g. shouting and swearing at a football match) but not in others, some would not even be perceived as being ASB by some people (e.g. inconvenient parking, games in inappropriate places);
- (iv) No single agency or service deals with all these issues. Different agencies or services address them using different legislation (sometimes criminal, sometimes civil, and much of which has been introduced piecemeal over the last decade). It is often not clear to the public or even to agency staff who is able to tackle different problems;
- (v) As different agencies receive information on reported problems (and the same problem can be reported to different agencies) there is no common reporting mechanism or information system which means the CDRP/agencies do not have a clear or comprehensive understanding of ASB in the district.

Main Issues - The nature and extent of anti-social behaviour in Leeds

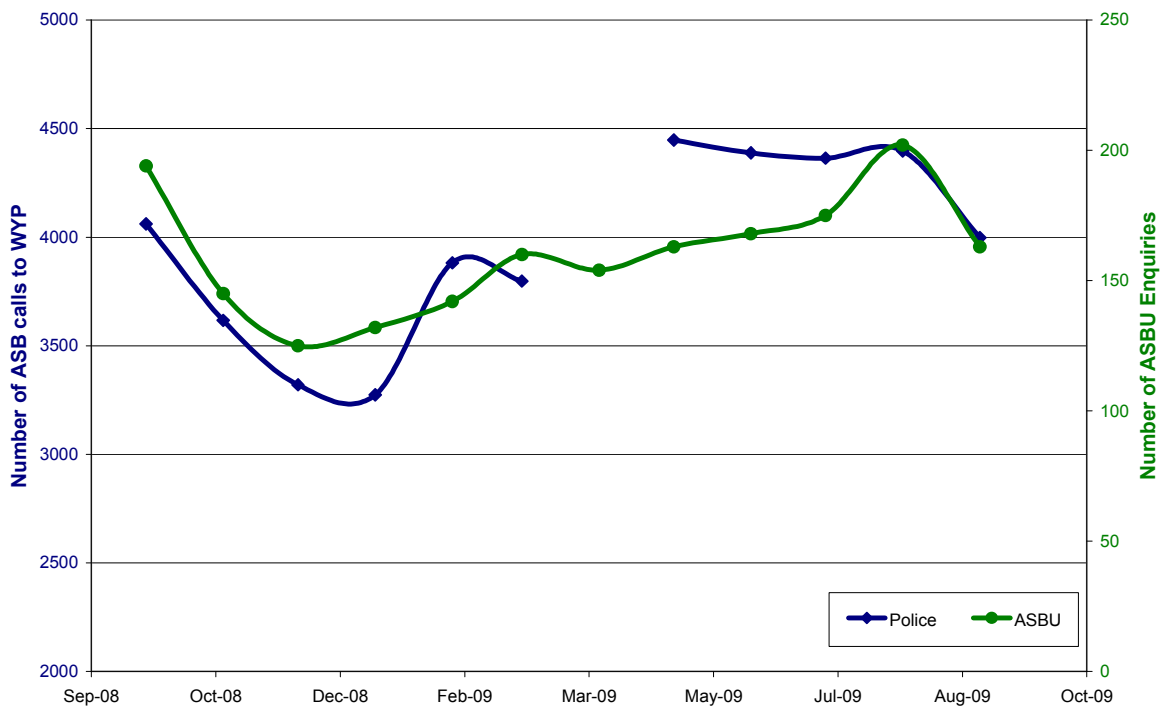
Perceptions of anti-social behaviour

- 3.1 The national indicators relating to ASB are based on the biannual Place Survey results. The Place Survey was conducted for the first time in 2009 and the 2009 results will thus provide a benchmark for the future. Other perception information is drawn from the council's Residents Survey (last conducted in 2009 and, prior to that, in 2006) and the West Yorkshire Police Authority's (WYPA's) quarterly perception surveys.
- 3.2 In the Place Survey, NI 17 (perceptions of anti-social behaviour) is measured at 22% (i.e. the percentage of people who think ASB is a very or fairly big problem in their area, using a complex formula involving the allocation of points to different levels of response). This figure drops to 13% in the Residents Survey. Anti-social behaviour is thus an issue for some; however, not all residents experience this as a problem.

- 3.3 When asked specifically about different aspects of anti-social behaviour, compared to 2006/7 significantly less respondents mentioned 'people using or dealing drugs' (39% vs. 29%), 'teenagers hanging around on the streets' (56% vs. 45%), 'vandalism, graffiti and other deliberate damage to property or vehicles' (46% vs. 35%) as being problems.
- 3.4 In the Residents Survey the most frequently mentioned aspect which residents considered to be a 'very big' or 'fairly big problem' was 'young people hanging round on the streets' (27%), followed by 'people not treating each other with respect and consideration' (21%), 'vandalism, graffiti and other deliberate damage to property of vehicles' (20%) and 'people not taking responsibility for their children' (20%); all these measures showed a significant decline since 2007 (35%, 28%, 27% and 31% respectively), indicating improvement.
- 3.5 Consequently, anti-social behaviour should not be seen as something that blights all resident's lives, although where it does, it clearly has a very detrimental impact on other measures. For example, ASB impacts heavily on other key measures such as satisfaction with local area (NI 5), where 93% of those dissatisfied experienced some aspects of anti-social behaviour as a problem compared to 58% of those satisfied with their local area. Also, for (NI 23) 'people not treating each other with respect and consideration', 91% of those who think this is a big problem also experience some aspect of anti-social behaviour, compared to 55% of those who do not believe this is a big problem.
- 3.6 Only 27% of residents agree that in their local area parents take responsibility for the behaviour of their children (NI 22). In fact, half (52%) of respondents actually disagree with this statement. This is clearly an important driver of satisfaction and correlates with a number of other key measures. In particular, those who disagree that the police and other local services are successfully dealing with concerns about anti-social behaviour and crime in their local area (NI 21) are significantly more likely to disagree that parents take responsibility for their children than those who agree (80% vs. 34%).
- 3.7 Responses to the WYPA public survey suggests ASB concerns remain relatively constant in Leeds, although with fluctuations between areas. The ward that had the largest increase is Beeston & Holbeck with 34% of respondents stating that ASB had gone up in the third quarter of 2009.
- 3.8 To conclude, ASB is not something that impacts on all residents' lives, and survey evidence suggests it is declining, but where it does happen it blights people's lives and it plays a substantial role in explaining resident satisfaction with their neighbourhood.

Anti-social behaviour data: overall

- 3.9 The graph below shows that calls to West Yorkshire Police (due to changes in recording systems accurate figures for April 2009 are not available) and enquiries to the council's Anti-Social Behaviour Unit (ASBU) show similar patterns over time, with a gradual decrease over the winter months, increasing in spring/summer. This data matches the general perceptions of little overall change in levels of ASB, and demonstrates expected seasonal fluctuations.



3.10 West Yorkshire Police introduced a new call recording system from 01/05/09. There have been changes in the process and details recorded, and as such, comparisons between the new and old data sets are not valid.

3.11 The table below shows the main classification of ASB calls to the police since May 2009. 'Rowdy behaviour' is by far the most common ASB concern reported to the police, and this trend occurs across the Leeds area.

| Type of ASB reported | % Total |
|--------------------------------------------------|---------|
| Rowdy Inconsiderate Behaviour | 65.60% |
| Rowdy, Noisy Behaviour - Neighbours | 7.36% |
| Nuisance Motor Cycle | 7.05% |
| Malicious Communications | 5.38% |
| Vehicle Nuisance | 4.17% |
| Emergency Service Hoax | 2.88% |
| Abandoned Motor Vehicle - Not Stolen/Obstructing | 2.61% |
| Animal Related Problems | 1.75% |
| Noise | 0.87% |
| Street Drinking | 0.66% |
| Littering/Drugs Paraphernalia | 0.64% |
| Other | 1.03% |

Data from WYP STORM system (01/05/09 – 30/09/09)

3.12 The 'Type of Enquiry' table (see below) summarises the main types of ASBU enquiries recorded on the council's Siebel system. The classification used and types of enquiries are significantly different to those recorded by the police, so comparisons in trends are not possible.

| Type of enquiry | % Total |
|-----------------------------------|---------|
| Noise/Neighbour Disputes | 29.12% |
| Abuse/Intimidation/Hate Incidents | 21.42% |
| Youth Nuisance | 20.38% |
| Criminal Behaviour | 5.46% |
| Drug/Alcohol Issues | 5.41% |
| Violence | 4.11% |
| Damage | 3.22% |
| Other | 10.87% |

Types of enquiry calls to ASBU (01/10/08 – 30/09/09)

- 3.13 Residents dissatisfied with their neighbourhood were significantly more likely to have experienced issues around anti-social behaviour, particularly young people hanging round on the streets, people being drunk or rowdy in public spaces and vandalism, graffiti and other deliberate damage to property or vehicles. Dissatisfied residents were also significantly more likely to say they had complained to the council and these complaints were generally concerning neighbours, noise levels, anti-social behaviour, or young people.
- 3.14 The levels of calls to police and council vary by ward area, with the 'top 10' wards for each data set being slightly different.

| Top 10 Wards ASB incident calls (Police) | Top 10 Wards ASBU enquiries (Council) |
|------------------------------------------|---------------------------------------|
| City & Hunslet | City & Hunslet |
| Killingbeck & Seacroft | Killingbeck & Seacroft |
| Gipton & Harehills | Middleton Park |
| Burmantofts & Richmond Hill | Burmantofts & Richmond Hill |
| Middleton Park | Temple Newsam |
| Armley | Armley |
| Beeston & Holbeck | Beeston & Holbeck |
| Farnley & Wortley | Gipton & Harehills |
| Bramley & Stanningley | Pudsey |
| Hyde Park & Woodhouse | Kirkstall |

- 3.15 This variation may reflect the willingness of residents in different areas to contact different services, or potentially indicate differing patterns or perceptions of ASB.

Anti-social behaviour data: alcohol-related

- 3.16 From the WYPA survey, perceptions of drunk and rowdy behaviour have seen an improvement across Leeds in 2009 compared to 2008. Armley has seen some improvement with more people considering the problem to be "fairly big" rather than "very big", possibly reflecting the recent enforcement of a DPPO in the area. Cross Gates and Whinmoor have also seen improvement from a "fairly big" to a "slight" problem. Headingley and Hyde Park & Woodhouse are the areas of most concern, with an average of 55% (Headingley) and 45% (Hyde Park & Woodhouse) feeling that drunk and rowdy behaviour is a fairly big issue or worse.
- 3.17 In 2007, 19% of respondents to the WYPA Residents Survey indicated that people being drunk or rowdy in public spaces was a big problem and a similar level was recorded in 2009. In contrast the proportion of residents mentioning drug use and drug dealing as a problem declined from 24% to 16%; this pattern mirrors that recorded between the 2006/7 BVPI Survey and the 2009 Place Survey, both in Leeds and in the country as a whole.

3.18 From ASB incidents recorded by West Yorkshire Police, just over one in ten is coded as alcohol-related. However, this proportion varies considerably across different ward areas. The highest total and proportion of alcohol related ASB is, unsurprisingly, reported from the City & Hunslet ward, reflecting the city centre concentration of drinking and entertainment establishments. Other wards with proportions above the Leeds average are Headingley, Hyde Park & Woodhouse (both matching perception data), Otley & Yeadon and Temple Newsam.

| Ward | % Total ASB (alcohol-related) |
|-----------------------------|-------------------------------|
| City & Hunslet | 24.39% |
| Hyde Park & Woodhouse | 5.05% |
| Burmantofts & Richmond Hill | 4.97% |
| Gipton & Harehills | 4.51% |
| Killingbeck & Seacroft | 4.40% |
| Armley | 4.38% |
| Beeston & Holbeck | 3.93% |
| Middleton Park | 3.55% |
| Otley & Yeadon | 2.80% |
| Headingley | 2.72% |

3.19 The numbers of ASBU enquiries coded 'drug/alcohol use' are too low for meaningful ward analysis, although the greatest numbers are within the City & Hunslet ward area.

Anti-social behaviour data: youth nuisance

3.20 The Leeds Every Child Matters survey administered by Education Leeds is available to children and young people in years 5, 6, 7, 9 and 11 and included questions on ASB. 39% of secondary age pupils thought that ASB was at least quite a problem in the area they lived, with 19% stating that it was a big or very big problem. The older age groups thought ASB was a bigger problem than their younger counterparts, with almost half of year 11 respondents thinking that ASB was at least quite a problem in their local area. Over half of respondents had seen or been a victim of ASB in the last 12 months, with 10% having been a victim.

3.21 This year has seen an improvement in perceptions regarding teenagers hanging around on the streets, with no problem/slight problem going up from 41% (Jul-Sep 2008) to 56% (Jul-Sep 2009). Improvements have been seen in both Bramley and Seacroft; however, both areas remain a concern. Two other areas of concern are Beeston & Holbeck (more than 50% of people feeling that teenagers are an issue with half of those stating it as a big issue) and Middleton Park (61% of respondents saying they are a problem, with 39% of all surveyed said it was a big problem).

3.22 Over a quarter of all ASB calls to the police were coded as 'youth related', while just over 20% of ASBU enquiries are classified as 'youth nuisance'. However, there appears to be an increase in the proportion of older perpetrators in ASBU cases and an increase in younger victims (although the latter is likely due to changes in recording practice). There are significant variations between wards concerning youth nuisance ASB, and a significant difference between ASBU and police call data.

| Top 10 Wards ASB youth-related incident calls (Police) | % Total Ward ASB Calls | Top 10 Wards ASBU youth-related enquiries (Council) | % Total Ward ASBU enquiries |
|--------------------------------------------------------|------------------------|-----------------------------------------------------|-----------------------------|
| Killingbeck & Seacroft | 32.95% | Killingbeck & Seacroft | 19.87% |
| City & Hunslet | 13.88% | Middleton Park | 21.62% |
| Middleton Park | 32.36% | Burmantofts & Richmond Hill | 21.36% |
| Armley | 33.32% | City & Hunslet | 14.10% |
| Farnley & Wortley | 37.87% | Kippax & Methley | 48.65% |
| Burmantofts & Richmond Hill | 24.47% | Temple Newsam | 18.00% |
| Bramley & Stanningley | 36.91% | Farnley & Wortley | 35.71% |
| Gipton & Harehills | 22.33% | Ardsley & Robin Hood | 46.43% |
| Beeston & Holbeck | 23.21% | Pudsey | 26.53% |
| Cross Gates & Whinmoor | 35.31% | Armley | 14.29% |

Anti-social behaviour data: other

- 3.23 A high proportion of people feel that traffic issues are of concern in Leeds with 53% of all respondents highlighting it as a fairly big or big problem. Very few people feel that abandoned/burnt out cars are a problem; the worst perceived area is Burmantofts & Richmond Hill with 10% of people seeing it as a fairly/very big problem.
- 3.24 From West Yorkshire Police ASB incidents since May 2009, the third most common classification is for Nuisance Motor Cycles, accounting for around 7% of all ASB calls. There is significant variation between areas for such incidents, with the 'top 3' wards being Middleton Park (accounting for over 11% of such calls), Killingbeck & Seacroft (just under 10%) and Gipton & Harehills (just over 5%). Vehicle nuisance calls account for just over 4% of ASB calls, abandoned vehicles account for 2.6% of calls. The smaller numbers of these incident types mean that ward-based analysis is not viable.
- 3.25 Across Leeds rubbish lying around is a moderate issue. However, two areas that are of serious concern to residents are Headingley and Hyde Park & Woodhouse. Both of these areas have more than 70% of the residents surveyed highlighting it as a fairly big or very big problem.
- 3.26 Vandalism and graffiti has seen a gradual improvement from the end of 2008 with the number of people identifying it as no problem increasing from 12% to 16% within the 12 months. Two areas of concern are Headingley (57% fairly/very big problem) and Middleton Park (26% very big problem).
- 3.27 Noisy neighbours are considered less of a problem with 75% of residents Leeds-wide stating little/no problem. Burmantofts & Richmond Hill, Headingley and Hyde Park & Woodhouse are the worst perceived areas all with 38% of respondents stating it as a fairly/very big problem.
- 3.28 Neighbourhood noise is seen by many as an important issue in the WYPA Residents Survey, mentioned by 31% as important in making their neighbourhood a good place to live (5th of 22), a significant increase on the level recorded in 2007 (14%).
- 3.29 Additionally, 14% of residents thought this had got worse over the past year and while other measures of anti-social behaviour have improved since 2007, excessive neighbourhood noise is one area that has shown no improvement, with 16% considering it to be a big problem in 2009 compared to 18% in 2007. That said,

mentions of noisy neighbours or loud parties as a big problem have declined from 18% to 14% suggesting other sources of noise are to blame.

- 3.30 ASB incidents reported to WYP classified as 'noise nuisance' only account for less than 1% of all ASB calls, and as such geographical analysis is not viable.
- 3.31 Nearly 30% of all ASBU enquiries to the council concern noise or neighbour disputes and, as with other classifications of ASB data, there is significant variation across the district. Killingbeck & Seacroft, City & Hunslet, Burmantofts & Richmond Hill and Middleton Park wards each account for over 5% of the total noise/neighbour nuisance enquiries, with Burmantofts & Richmond Hill, Middleton Park, Beeston & Holbeck, Armley, Temple Newsam and Kirkstall wards having both high numbers of noise/neighbour nuisance enquiries and these being a significantly higher proportion of all ASBU enquiries for the areas.

Leeds City Council services, the role of other partners and the Safer Leeds Partnership

4.1 Arm's Length Management Organisations (ALMOs)

ALMOs take initial responsibility for dealing with complaints of anti-social behaviour by or against council tenants. They try to resolve situations by using early intervention tools, such as mediation and acceptable behaviour or parenting contracts. In serious cases where immediate legal action is required, or in cases which can not be resolved through early intervention, the ALMOs can refer cases to the Anti-Social Behaviour Unit.

4.2 Anti-Social Behaviour Unit (ASBU)

The ASBU delivers a multi-tenure service operating across Leeds, and has a service level agreement with each ALMO. The ALMO can refer a case to the ASBU when it is a serious case, or where it has undertaken an initial investigation into the complaint of ASB. The ASBU will continue the investigation, keeping the ALMO and any victims and witnesses updated on the progress and outcome of the case. The ASBU works closely with **West Yorkshire Police** to tackle ASB. There is an information sharing protocol between the ASBU and police, and dedicated link officers for each policing area. Cases being dealt with by the ASBU are automatically referred to **Victim Support** to ensure that victims and complainants are supported through the process. Specialist Victim Support staff who deal with victims of ASB are co-located with the ASBU; this arrangement is, as far as is known, unique to Leeds.

4.3 Environmental Action Teams

The Environmental Action Teams deliver a multi-tenure service throughout the whole of Leeds. They investigate allegations of statutory nuisance predominantly relating to noise, but also in relation to accumulations, premises, light and animals. If an allegation of statutory nuisance is substantiated, the EAT will serve an abatement notice under the provisions of the Environmental Protection Act 1990, and breach of such a notice can result in legal proceedings against the alleged perpetrator, and/or seizure of noise-producing equipment. Environmental Action Teams also deal with waste in gardens, filthy and verminous premises, flytipping, overgrown gardens and obstructions to the highway. In cases of noise nuisance where the alleged perpetrator occupies an ALMO property, the Environmental Action Teams will take the lead role and be the main point of contact. If the

investigation does not substantiate the existence of a statutory nuisance, but may still be considered to be anti social behaviour, it will be referred through to the ALMO/ASBU for further investigation as appropriate. Where noise is only one aspect of ASB, the ALMO or ASBU will take the lead. In all cases, the three teams liaise closely throughout any case to ensure that the most appropriate legislation and tools for remedial action are used.

4.4 **Safer Leeds Partnership**

As the statutory CDRP for Leeds, Safer Leeds has responsibility for strategically addressing crime and disorder in the city. The council and police are the leading “responsible authorities” on the partnership, and also lead on the three divisional community safety partnerships that are the delivery arm of Safer Leeds. Included in these local partnership arrangements are the identification of ASB hotspots and the tasking arrangements to address these. And whilst the council services outlined earlier in this section are those which will most likely investigate and provide an initial response to ASB complaints, other services will be involved in providing response packages – for instance: targeted youth services and activities; family intervention; drug and alcohol treatment services; educational attendance; environmental improvements. Within the provisions of the *Protecting the Public: Supporting the Police to Succeed* White Paper, CDRPs are obliged to agree and deliver a minimum set of standards on ASB; these standards will make clear what services and support the public are entitled to and who should be delivering them.

5.0 **Issues for Leeds and the ASB Process Review**

- 5.1 All the issues outlined in section 2.4 apply to Leeds. The term “anti-social behaviour” is itself relatively recent, and within the last decade ASB legislation, powers, tools and approaches have developed at a rapid pace, with different services contributing to the agenda in different ways. We have services that respond to incidents or calls for service (e.g. police, needle collection). We have services that deal with ASB as part of a wider range of responsibilities (e.g. ALMOs). We have services that operate case management systems (e.g. ASBU), we have thematic planning (e.g. addressing graffiti) and we have partnership hotspot targeting and tasking that involves some, but not all, of the agencies.
- 5.2 Some of the issues mentioned in section 2.3 fall within the Safer Leeds ASB strategy, some within other Safer Leeds strategies, and some not at all.
- 5.3 There is no national or local definition of ASB and no easy way for the public to establish who deals with which ASB issue and how, and what issues are the priority for the city or for individual areas.
- 5.4 In some cases the public will make direct contact with services on ASB issues. More often they will go through a call centre where a decision will be made on which service is most appropriate and/or urgency, which in a small number of cases may not be correct. Services will then deal with the issues referred or reported to them according to their own particular service standards.
- 5.5 There can be a disconnect when services are passing cases between them, as has happened between the ALMOs and the ASBU. There have been case reviews that highlight disconnects with Children’s and Adult Services.
- 5.6 There has been no recent work undertaken on the cost of ASB, the cost of delivering enforcement actions or ASB interventions. This means that there has

been no cost-benefit analysis of early interventions. Leeds makes limited use of community-based and community development approaches to ASB.

- 5.7 Whilst joint working is now common, co-location of staff and services is rare.
- 5.8 Whilst Safer Leeds has conducted strategic intelligence analyses of ASB, these have been hampered by information being held in different forms by different services. Likewise, services receiving referrals or reports are unable to gain a full picture of the situation through reference to their information alone and thus miss out on any sophisticated analysis and potentially miss actions that could have been taken.
- 5.9 Each service has a different way of assessing customer satisfaction.
- 5.10 The key partners, led by West Yorkshire Police, have decided to address these issues through a partnership process review of ASB. The review is utilising the police's Quest methodology and a project board and team have been established. It is anticipated that the review will take six months to complete, but deliverable improvements should be identified through the review's lifetime. It does need to be reiterated that the problems the review are trying to address are not unique to Leeds, nor is Leeds seen as being a failing area – indeed, as outlined in section 3 the city is achieving positive results in dealing with ASB (indeed, those results meant that – unlike the other West Yorkshire authorities whose Place Survey out-turns on ASB were poor – Leeds did not qualify for recent extra funding from the government). The review is taking place because the partners believe the overall service to the public can be improved. We understand that this is the first such review in the country.
- 5.11 An initial visioning event for the process review was held on 5 February and was attended by 130 representatives from agencies and organisations involved in dealing, in one way or another, with ASB. From the event the top eight priorities, as identified by participants, emerged. These were, in descending order of importance to the participants:
- A **joined-up approach**, with clear roles and responsibilities
 - **Communication** within and between agencies
 - A clear **definition of ASB**
 - **Community ownership** and empowerment
 - Dealing with root **causes** as well as symptoms
 - **Information sharing**
 - **Resources and finance**
 - **ASB services and products**, especially support to victims and witnesses, the effective use of early interventions, and balancing enforcement, support and intervention
- 5.12 Further information on the review is attached as an appendix.

6.0 Implications For Council Policy And Governance

The review findings will likely have council policy and governance implications.

7.0 Legal And Resource Implications

The review findings will likely have legal and resource implications.

8.0 Conclusion

Following on from the visioning event, the process review is now being scoped for approval by the project board. Whilst the complexity of the issue should not be underestimated, there are opportunities to provide better services and make efficiencies, and to improve customer satisfaction and public perceptions alike.

9.0 Recommendation

The committee is requested to note this report.

Background Documents Used

West Yorkshire Police Authority Public Survey, Place Survey, Leeds Residential Survey and Leeds Joint Strategic Intelligence Assessment.

Overview of Operation QUEST & Outline for Leeds ASB Process Review





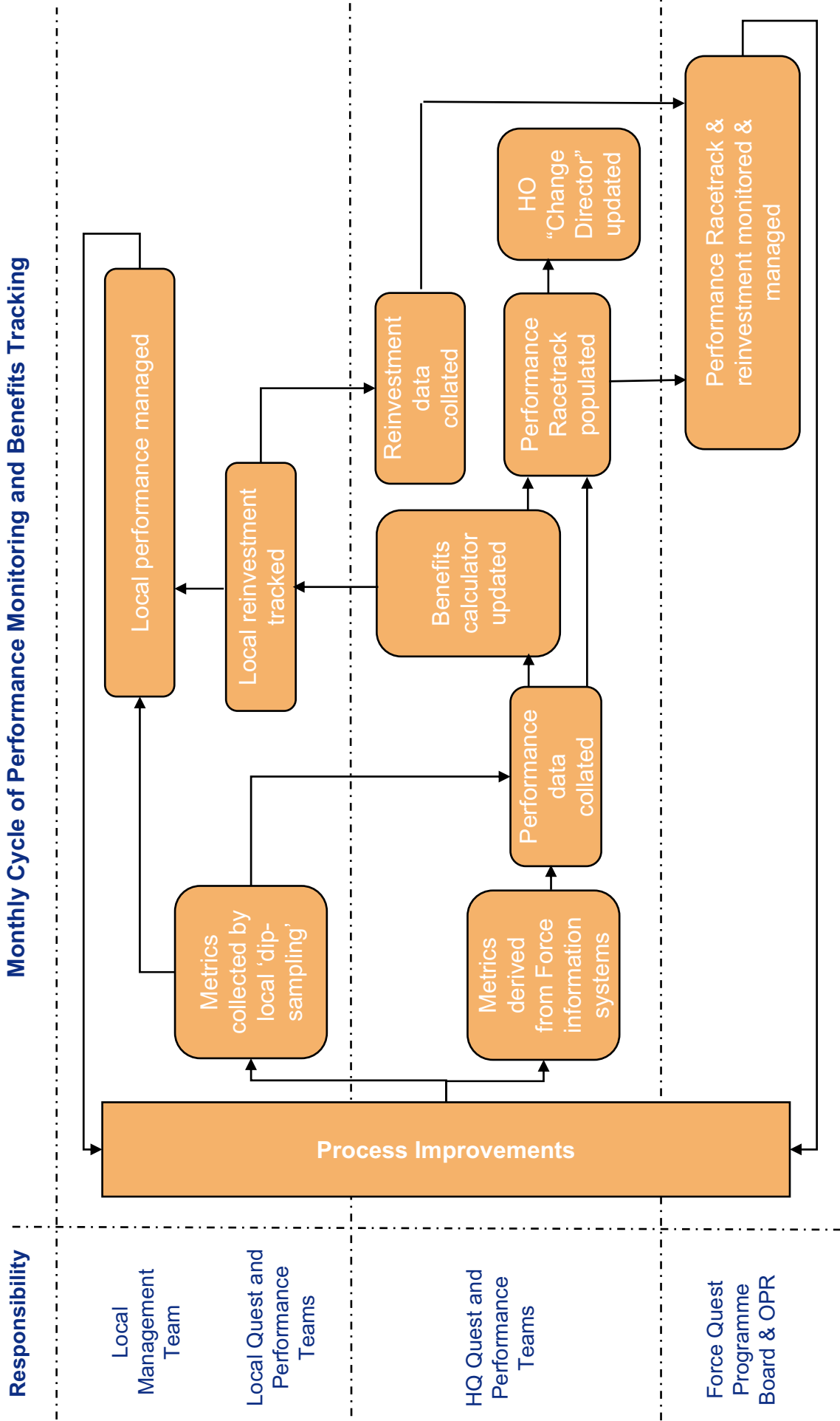
What is Quest?

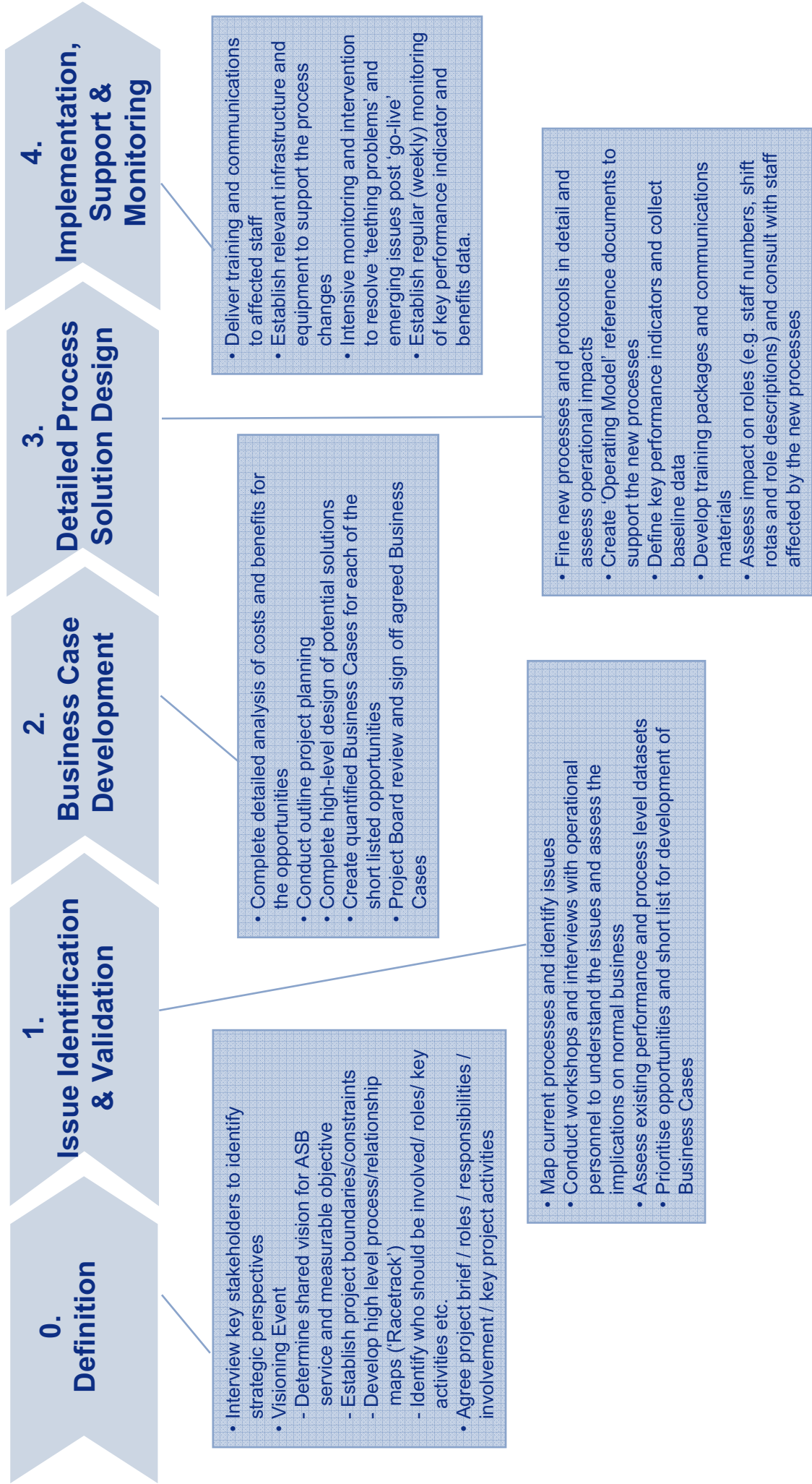


- QUEST is a Home Office initiative with the objective of delivering transformational change within Police Forces across England and Wales in partnership with management consultants KPMG.
- Quest places a joint KPMG / Home Office Consulting Team in participant Police Forces for 6 months with the overall objective of applying a process improvement approach to rapidly improve the delivery of core operational policing processes.
- It seeks to build the organisational capability within Forces to embed this approach into core business, deliver sustained benefits and achieve continuous improvement.
- West Yorkshire Police were invited to take part in the 4th Phase of Quest, commencing in November 2008 and North East Leeds Division was selected as the pilot Quest BCU.
- A dedicated, full-time, multi skilled team consisting of KPMG consultants, staff from North East Leeds, Corporate Review, Communications Division, CJS and Local Policing, with ad hoc support from any other relevant areas such as Finance and Personnel Departments, was established.
- The QUEST approach utilises a ‘Racetrack’ to represent key policing processes as a set of interconnected activities
- This Racetrack identifies 5 key Processes apparent within any BCU that are key to delivery effective, efficient and quality customer service.

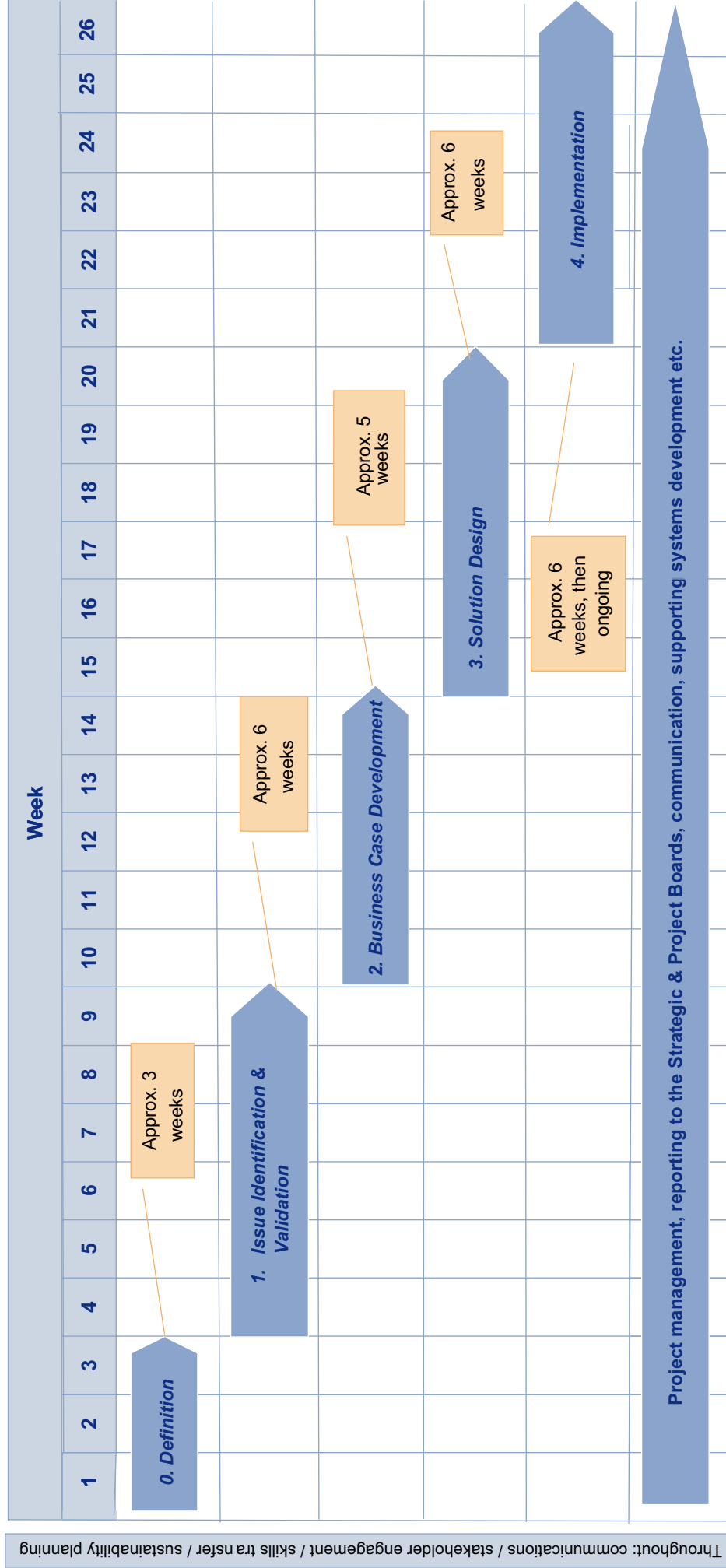
- A QUEST Programme Board, Chaired by the DCC, meets monthly.
- The Quest Board responsibilities include corporate co-ordination and control of Quest projects through into implementation, monitoring of improvements / benefits, 'guardian' of the Quest methodology and to balance corporacy with local empowerment.
- Board Membership includes the DCC, Chief Officers representing the functions involved in Quest process improvement work, Senior Responsible Officers from the functions involved, Quest Programme Manager, Project Lead and sustainability specialists.
- Weekly briefings also take place for each ongoing Quest Project with the relevant Chief Officer, local SROs and the project team to update progress and refine activity.
- At the end of each Quest phase the project team present their progress to the Command Team or relevant Chief Officers to agree key decisions on the way forward.
- Local management teams are required to lead the presentation of their proposals at the end of the Solution Development stage when they take full local ownership of the implementation and ongoing management of the improvements.

- Process monitoring and performance management is key in ensuring that any Quest project (new or Roll-out) is successful. Appropriate metrics are required to ensure that the following is achieved:-
 - Monitoring and management of the performance of the improved processes within the Quest Project.
 - Monitoring benefit realisation to ensure that the savings and improvements are realised and effectively utilised across each BCU
- In order to achieve this, it has been necessary to develop a set of metrics that can be used by the Force to ensure that the processes are monitored correctly and to ensure that the benefits are realised across all BCUs.
- Local and HQ teams share the responsibility of supporting the monitoring process.
- Local and Force management use the data to manage the process improvements and on going performance of the BCUs and the Force.

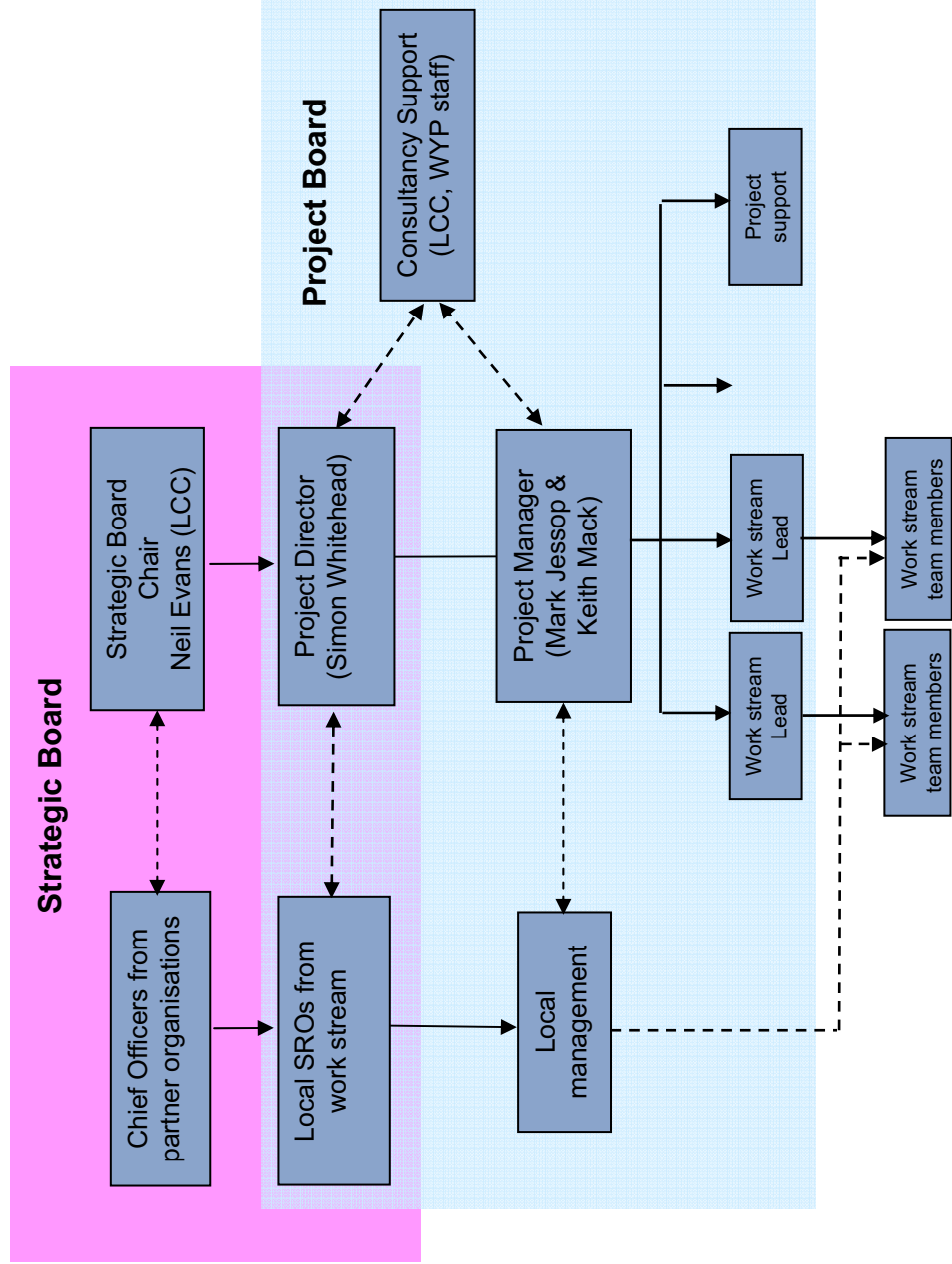




Outlined below is an overview of a potential timeline from the launch event. The project is split into five phases with typical durations.



Throughout: communications / stakeholder engagement / skills transfer / sustainability planning





Report of the Assistant Chief Executive (Corporate Governance)

Corporate Governance and Audit Committee

Date: 17th March 2010

Subject: Work Programme 2009/10

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

1.0 Purpose Of This Report

1.1 The purpose of this report is to notify members of the Committee of the draft work programme for the current municipal year. The draft work programme is attached at Appendix 1 to this report.

2.0 Background Information

2.1 The work programme provides information about future items for the Corporate Governance and Audit Committee agenda, when items will be presented and the which officer will be responsible for the item.

3.0 Main Issues

3.1 The draft work programme for 2009/10 is attached at Appendix 1.

3.2 Attached at Appendix 2 is information in respect of Governance issues to be brought to the Committees attention.

3.3 Members are requested to consider whether they wish to add any items to the work programme.

4.0 Implications for Council Policy And Governance

4.1 There are no implications for Council Policy and Governance.

5.0 Legal And Resource Implications

5.1 There are no legal or resource implications.

6.0 Recommendations

- 6.1 Members are asked to note the draft work programme and advise officers of any additional items they wish to add.

**CORPORATE GOVERNANCE AND AUDIT COMMITTEE
WORK PROGRAMME 2009/10**

| ITEM | DESCRIPTION | RESPONSIBLE OFFICER |
|----------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------|
| 14th April 2010 | | |
| Consultation on External Audit and Inspection Plan 2010/11 | To receive a report consulting Members on the content of the External Audit and Inspection Plan 2010/11. (Report to be received as part of the Committee's work programme) | Chief Officer (Audit and Risk) Tim Pouncey |
| Corporate Governance Statement Action Plan | To receive a report detailing progress made against actions the Corporate Governance Statement Action Plan. (6 monthly update on progress made against the Corporate Governance Statement Action Plan) | Head of Governance Services Andy Hodson |
| Corporate Governance and Audit Committee Annual Report 2009/10 | To receive a report presenting the draft Corporate Governance and Audit Committee Annual Report 2009/10. (To inform the Committee of the draft Annual report) | Head of Governance Services Andy Hodson |
| Phantom Tenancies | To receive a report regarding the occurrence and monitoring of phantom tenancies in the last 12 months. (Report requested at the meeting held on 30 th April 2009 requesting an update on phantom tenancies in 12 months) | Head of Housing Delivery and Governance John Statham |
| Internal Audit Protocol | To receive a report detailing a revised Internal Audit Protocol to enable arrangements to be formalised. (Requested at the meeting held on 13 th January during the discussion of the Half Yearly Internal Audit item) | Head of Internal Audit Neil Hunter |
| RIPA | To receive a report of the Head of Property Finance and Technology updating the Committee on the new RIPA rules. (Request from the Head of Property Finance and Technology following the introduction of the new RIPA rules) | Head of Property Finance and Technology Mark Turnbull |

**CORPORATE GOVERNANCE AND AUDIT COMMITTEE
WORK PROGRAMME 2009/10**

| ITEM | DESCRIPTION | RESPONSIBLE OFFICER |
|-----------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------|
| Partnership Registration | <p>To receive a report updating the Committee on the registration of Partnerships</p> <p>(Added to the agenda to ensure the Committee are up to date on progress made with embedding the partnership framework)</p> | Head of Governance Service Andy Hodson |
| 12th May 2010 | | |
| Annual Report on Risk Management | <p>To receive a report regarding the Council's risk management arrangements.</p> <p>(Annual update on the Council's risk management arrangements for the Committee to gain assurance that risk management arrangements are in place)</p> | Chief Officer (Audit and Risk) Tim Pouncey |
| Annual Report on Delivering Successful Change | <p>To receive a report presenting the annual report on Delivering Successful Change.</p> <p>(The annual report to the Committee to gain assurance that the Delivering Successful Change agenda is making progress)</p> | Chief Officer (Audit and Risk) Tim Pouncey |
| Annual Report on Community Engagement | <p>To receive a report presenting the annual report on Community Engagement.</p> <p>(The annual report to the Committee to gain assurance that work on Community engagement is being effectively undertaken)</p> | Assistant Chief Executive (Planning, Policy and Improvement) James Rogers |

**CORPORATE GOVERNANCE AND AUDIT COMMITTEE
WORK PROGRAMME 2009/10**

| ITEM | DESCRIPTION | RESPONSIBLE OFFICER |
|---------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------|
| Decision Making arrangements in Planning | <p>To receive a report informing the Committee of the decision making arrangements in Planning.</p> <p>(This report was requested by the Committee at the meeting held on 30th June 2009 to clarify the Planning decision making arrangements and for the Committee to gain assurance that the arrangements in place are operating as intended)</p> | Chief Planning Officer Phil Crabtree |
| Decision Making Arrangements in Licensing | <p>To receive a report informing the Committee of the decision making arrangements in licensing.</p> <p>(This report was requested by the Committee at the meeting held on 30th June 2009 to clarify the Licensing decision making arrangements and for the Committee to gain assurance that the arrangements in place are operating as intended)</p> | Chief Officer (Legal, Licensing and registration) Stuart Turnock |
| Leeds City Region adoption of Governance Themes contained in the Leeds Partnership Governance Framework | <p>To receive a report addressing the extent to which the LCR and emerging structures have taken account of the governance themes contained within the Leeds Partnership Governance Framework</p> <p>(Report requested at the Meeting held on 10th February following receipt of a report updating the Committee on Governance Arrangements)</p> | Chief Officer (Leeds Initiative and Partnerships) Kathy Kudelnitzky |
| June 2010 | | |
| KPMG report on Grants and Returns in 2008/09 | <p>To receive a report updating the Committee on work undertaken by KPMG in relation to Grants and Returns.</p> <p>(Requested in February by KPMG following work completed)</p> | Chief Officer (Financial Management) Doug Meeson |

**CORPORATE GOVERNANCE AND AUDIT COMMITTEE
WORK PROGRAMME 2009/10**

| ITEM | DESCRIPTION | RESPONSIBLE OFFICER |
|-------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------|
| KPMG report on Financial Statement | To receive a report updating the Committee on the Financial Statement expanding on the Audit Plan Letter. (Requested in February 2010 by KPMG following work completed) | Chief Officer (Financial Management) Doug Meeson |
| Value for Money Arrangements | To receive a report regarding the Council's arrangements in relation to achieving Value for Money. (Report to be brought to the Committee to gain assurance that value for money is being achieved across the Council) | Director of Resources Alan Gay |
| Section 106 and Section 278 Agreements – Update | To receive a report which updates Members on the actions being taken to ensure the transparent monitoring of Section 106 and Section 278 agreements. (This report was requested by the Committee at the meeting held on 18 th June 2008) | Chief Officer (Planning Services) Phil Crabtree |
| ALMO Re-inspection Reports | To receive a report informing Members of the outcomes of the re-inspections of East North East Homes Leeds and West North West Homes Leeds. (Report requested by the Committee 29 th July 2009 during discussion of the Belle Isle Tenant Management Organisation – Governance Arrangements) | Head of Housing Delivery and Governance John Statham |
| Assessment of demographic change | To receive a report looking into the Council's arrangements for assessing changes in current demographics and how partners contribute to this. (Will be scheduled following the completion of a review by Scrutiny in this area – requested at the 30 th September 2009 meeting during discussion of the Local Government Ombudsman letter) | Chief Business Transformation Officer Lee Hemsworth - |

**CORPORATE GOVERNANCE AND AUDIT COMMITTEE
WORK PROGRAMME 2009/10**

| ITEM | DESCRIPTION | RESPONSIBLE OFFICER |
|------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------|
| Annual Monitoring of Key and Major Decisions | <p>To receive a report presenting the outcome of the monitoring process relating to Key and Major decisions.</p> <p>(The annual report to the Committee to gain assurance that Key and Major decisions are being made in line with procedure)</p> | Head of Governance Services Andy Hodson |
| July 2010 – No items Scheduled as yet | | |
| | | |
| August 2010 - No items Scheduled as yet | | |
| | | |
| September 2010 - No items Scheduled as yet | | |
| | | |
| October 2010 - No items Scheduled as yet | | |
| | | |
| November 2010 - No items Scheduled as yet | | |
| | | |
| December 2010 | | |
| Compliance with the Governance Framework For Significant Partnerships. | <p>To receive a report updating the Committee on progress made on ensuring that partnerships are complying with Governance Framework for Significant Partnerships.</p> <p>(This report was requested at the meeting held on 10th February 2010 to ensure compliance with the Framework was improving.)</p> | Head of Governance Services Andy Hodson |
| | | |
| Unscheduled Items / Items for 2010/11 | | |

**CORPORATE GOVERNANCE AND AUDIT COMMITTEE
WORK PROGRAMME 2009/10**

| ITEM | DESCRIPTION | RESPONSIBLE OFFICER |
|------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------|
| Governance arrangements for arms length management organisations | <p>To receive a report regarding the management / governance arrangements in place to manage the Council's relationship with its other arms length management organisations.</p> <p>(Report to be brought to the Committee to gain assurance that Governance arrangements to there is an effective relationship between the Council and the ALMO's)</p> | Assistant Chief Executive (Corporate Governance) |
| Children's Trusts – Governance Arrangements | To receive a report regarding the governance arrangements of Children's Trusts, including the involvement of Members, in light of the new guidance from the Department for Children, Schools and Families. | Director of Children's Services Sandie Keane |
| Children's Services Performance Measurement | <p>To receive a report outlining a consistent process by which Children's Services can measure its own performance, including a 'traffic light' system.</p> <p>(Report to be brought to the Committee to gain assurance on the process used by Children's Services to measure its own performance)</p> | Director of Children's Services Sandie Keane |
| Leeds City Region Governance Arrangements | <p>To receive a report to ensure that the Council is in a position to engage with and influence the decisions taken by the proposed governance arrangements for the Leeds City Region.</p> <p>(Further reports requested at the meeting held on 10th February 2010 with regards to the Governance arrangements of the Leeds City Region)</p> | Chief Officer (Leeds Initiative and Partnerships) Kathy Kudelnitzky |
| Monitoring of Key and Major Decisions | <p>To receive a report updating the Committee on progress made in monitoring and administering Key and Major decisions.</p> <p>(This report was requested at the meeting held on 10th February 2010 The Committee requested that a report be submitted on an annual basis)</p> | Head of Governance Services Andy Hodson |

**CORPORATE GOVERNANCE AND AUDIT COMMITTEE
WORK PROGRAMME 2009/10**

| ITEM | DESCRIPTION | RESPONSIBLE OFFICER |
|---------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------|
| Governance Framework for Significant Partnerships | To receive a report on the progress made in ensuring the Governance Framework for Significant Partnerships is being complied with. (Report requested at the meeting held on 10 th February 2010 following discussion on the Monitoring of the Governance Framework for Significant Partnerships) | Head of Governance Services Andy Hodson |

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Councils face the challenge of an ageing population as public spending reduces. The ageing population will affect all councils, and councils' partners in housing, health and policing.

Under pressure

Tackling the financial challenge for councils of an ageing population

This summary is an overview of our local government report published in February 2010



The Audit Commission is an independent watchdog, driving economy, efficiency and effectiveness in local public services to deliver better outcomes for everyone.

Our work across local government, health, housing, community safety and fire and rescue services means that we have a unique perspective. We promote value for money for taxpayers, auditing the £200 billion spent by 11,000 local public bodies.

As a force for improvement, we work in partnership to assess local public services and make practical recommendations for promoting a better quality of life for local people.

Summary

Councils face the challenge of an ageing population as public spending reduces.

- The ageing population will affect:
 - all councils, not just those with social care responsibilities;
 - councils' partners in housing, health and policing.
- Public spending will reduce over the next few years – councils and their partners will be expected to find billions of pounds of extra savings.
- An ageing population has a range of impacts. If care service costs simply increase with the population they could nearly double by 2026.
- Older people are more likely to volunteer to support local communities. Carers over 60 provide care worth twice public spending on care services for older people.
- Most councils don't know enough about the costs of their ageing population, or the savings from preventive and collaborative action, to take important decisions.

The financial challenges of an ageing population are driven by different factors in different places.

- Councils must understand the age structure of their populations, the distribution of health and wealth, and likely trends.
- The biggest single financial impact will be on social care spending, which increased by 46 per cent between 2000/01 and 2007/08.
- There are big differences in care costs – some councils spend three times more than the average per person on some services.
- Small investments in services such as housing and leisure can reduce or delay care costs and improve wellbeing.

Social care spending increased by 46% between 2000/01 and 2007/08

Improved health and wellbeing reduces demand for services.

- Councils and partners should cooperate to tackle the main causes of social care need:
 - poor housing and environment;
 - health and mobility problems;
 - breakdown of informal support; and
 - social isolation.
- Most medium-term financial planning fails to use demographics, information about the impact of preventive work, or data about older people's preferences.
- Older people are an untapped source of information about what works and the value of support to independent living.
- Early intervention can improve wellbeing and save money. One county saves £1 million a year on residential care costs by providing telecare services.
- Cheaper alternatives are often the services most valued by older people, their families and communities.

Councils will have to make better use of information and make difficult choices

Councils have to take a strategic long-term approach, but also deliver quick wins.

- Stronger corporate approaches to financial planning, led by quality of life objectives, should avoid silo-based thinking.
- Joint strategic needs assessments provide opportunities to overcome obstacles to collaborative and preventive working.
- Councils and partners can control service costs by reducing spending, avoiding spending, preventing waste and achieving better outcomes for the same, or fewer, inputs.
- A strategic approach needs:
 - clear objectives for older people's quality of life;
 - better information about costs and savings;
 - cooperation with other local public services;
 - recognition that spending from other budgets will lead to savings in social care and health; and
 - difficult choices.

Recommendations

All councils should:

- update their sustainable community strategy, medium-term financial plans and service strategies to prepare for the impact of an ageing population;
- build older people's opinions and experiences into plans for services that deliver what older people need and value, and also deliver better value for money; and
- update commissioning strategies to reflect future roles in preventing, reducing, or delaying, health and social care costs.

Councils with social care responsibilities should also:

- use unit cost data and benchmarks to identify priorities for short-term change; and aim to reduce residential care costs below the Department of Health's suggested target of 40 per cent of the budget for older people's care services;
- develop an action plan for medium-term change to meet the financial challenge;
- work with partners, and older people, to develop an area-wide approach to later life that delivers value for money by integrating prevention, early intervention and care services; and
- use delivery chain analysis to overcome obstacles to joint working in reducing needs for hospital admissions and high-level residential care support.

The Audit Commission will provide:

- tools and guidance to support this report;
- further analysis and guidance on value for money in social care; and
- guidance on strategic financial management.

Councils should work with partners, and older people, to develop area-wide approaches to later life

Challenge and review questions

From our research, we have developed a number of challenge and review questions which can help councils and their partners think about the challenges of an ageing population.

These questions are for officers and members in councils, as well as for local partners – for example primary care trusts. They should also be considered by the Local Strategic Partnership as they look at the implications of an ageing population in their local area.

The challenge and review questions are included in our national report *Under Pressure – Tackling the Financial Challenge for Councils of an Ageing Population* and are grouped around four themes:

- taking a strategic view;
- managing costs;
- prevention and early intervention; and
- using information.

Box 1: Taking a strategic view: challenge and review questions

- | | |
|-----------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Strategy | <ul style="list-style-type: none">■ How fully do the council's strategies reflect the pressures of reduced resources and an ageing population?■ How recently have elected members been involved in discussions about the impacts of reduced resources and an ageing population on the affordability of their priorities?■ What choices did they make? |
| Finance | <ul style="list-style-type: none">■ How does the medium-term financial plan express the council's strategic response to an ageing population?■ How will your council and its partners make sure the financial plan provides the resources for prevention, wellbeing and services for an ageing population?■ How effective is the annual budget process in moving beyond service protection and incremental change to transformational, area-based expenditure? |
| Data | <ul style="list-style-type: none">■ How are cost and demographic projections used to plan for delivering more for less?■ How do the council and its partners ensure that strategic financial plans are based on shared information that is relevant, of high quality and presented well? |

Box 2: Managing costs: Challenge and review questions

Strategy What are the local drivers of the financial impact of your ageing population?
How are the financial and other challenges of an ageing population addressed in the sustainable community strategy?
How are older people involved in discussions about supporting the ageing population?

Finance What are the drivers of service costs related to an ageing population?

- How are those drivers changing?
- What are you doing to manage them?
- How do local drivers and responses compare with those in other areas?

How will social care costs be managed in the context of:

- other budget demands; and
- the shift away from institutional care?

How well does the medium-term financial plan prepare the council for tightening resources and increasing demand?

Data How effectively is your council using financial and performance data to challenge the way things are done?
How do all services use population, needs, and service data in the joint strategic needs assessment?
Has your council and its partners used data to evaluate different responses to the local needs of your ageing population?

Box 3: **Prevention and early intervention: Challenge and review questions**

- Strategy** How is preventive activity linked to the sustainable community strategy?
How are the four reasons for care need – housing, health, social and informal care breakdown – tackled locally?
How can partnership working support a substantial move away from higher-cost residential care services?
How do local partnership agreements deal with allocating costs and savings from preventive activity?
- Finance** How are alternative approaches to delivering services reviewed in budget and finance processes?
How is the value of informal care recognised in budget and efficiency discussions?
- Data** How could councils and their partners use performance measures, financial data and project evaluations to provide a better evidence base for spending on prevention?
How do service commissioners use local and national evidence to assess the impacts of different approaches to prevention and service design?

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We welcome your feedback. If you have any comments on this report, are intending to implement any of the recommendations, or are planning to follow up any of the case studies, please email: nationalstudies@audit-commission.gov.uk

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Design and production by the Audit Commission Publishing Team

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