



INFRASTRUCTURE, GOVERNMENT AND HEALTHCARE

# Leeds City Council

Children and Young People's Agenda - Partnership Working

1 November 2007

AUDIT

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# 1 Executive summary

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## 1.1 Introduction

Following the 2003 Green Paper *'Every Child Matters,'* which sets out the national framework for local change programmes to build services around the needs of children and young people, the Children Act 2004 has set out the Government's vision for how services to young people and children can be improved through better integration and co-operation, new leadership arrangements and a focus on delivering outcomes. The government has introduced an ambitious agenda for local authorities and their partners to deliver in a short timescale.

The result of this has been to bring about new ways of working, creating opportunities for more effective joint working but also creating potential risks for the achievement of targets and goals.

## 1.2 Key findings

Leeds City Council ('the Authority') has been establishing their trust arrangements for the last 18 months and introduced in September 2006 its Children's Trust. Since then it has made considerable progress and is performing effectively across all of the areas detailed at section 2.2, with some areas for further development. The key findings of this review are:

- Leeds has taken an innovative approach to the structure of the Children's Trust and it now needs to ensure that the structure is understood by all. Our review revealed that not everyone within the Trust understood the fit of all components within the structure. (Section 3.3)
- Arrangements have been developed to ensure there is ownership of the objectives by all partners and that these are built into individual organisation's objectives. This has been achieved through the development of hosting arrangements and the requirement of organisations to build the Partnership's objectives into their own corporate strategies. (Sections 4.3 and 4.4)
- A performance management framework has been introduced that is outcome focused. Following on from this, Leeds City Council needs to consider how the success of the partnership will be demonstrated. (Section 4.5)
- 'Key' partners understand the roles and responsibilities of the Director of Children's Services and the Lead Executive Member. (Section 5.3)
- There are risk management arrangements in place within certain elements, such as the DCS Unit, of the Trust, however, there is a need to further develop these throughout the remaining components to allow the Trust to demonstrate that risk management arrangements are embedded. (Section 6.4)
- The Authority can demonstrate that there has been a good level of initial engagement with partners, children and young people, and now the Authority needs to consider ways of continuing meaningful participation. (Section 7.3 and 7.5)

# 1 Executive summary *(continued)*

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## 1.3 Key learning points

We recognise that organisational change can take time and we have identified some learning points to assist Leeds City Council during this change process. The key learning points identified are:

- The development of a Memorandum of Understanding, in line with good practice, could lead to enhanced understanding of the trust arrangements and clarity over the differing roles and responsibilities within the Trust.
- Children and Young People should be involved in the decision making processes. Good practice suggests that satisfaction surveys, consultation and involvement in service redesign exercises are successful means of achieving this.
- The development and/or documentation of multi-agency action plans for the attainment of outcomes allows Children's Trusts to demonstrate that it is partnership working that has led to the improved outcome.
- Risk management arrangements could be further integrated throughout the structure of the Trust, this will allow the Trust to effectively manage the risks it faces.
- Joint cross-sector training on technical, professional and ethical issues in respect of information sharing and promotion of the information sharing protocol would be beneficial to the Trust in removing some of the barriers it faces with the sharing of information.
- An exercise to identify the financial resources across the Trust is currently underway. This process should be completed and a plan developed to demonstrate how these resources will be used going forward. This plan should also take account of any efficiencies identified and should demonstrate how these will be reinvested in services.

## 1.4 Way forward

We will discuss the findings of the review with officers to agree an action plan to address the key issues going forward. In addition, we shall continue to work with officers to constructively challenge the delivery of action plans.

## 2 Introduction

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### 2.1 Background

Improving children's lives is one of the most important responsibilities for both local and central government, to which the current government has demonstrated a high commitment. Following the 2003 Green Paper *'Every Child Matters'*, the Children Act 2004 has set out the Government's vision for how services to young people and children can be improved through better integration and co-operation, new leadership arrangements and a focus on delivering outcomes. The government has introduced an ambitious agenda for local authorities and their partners to deliver in a short timescale.

Leeds City Council has responded to this agenda by establishing partnership arrangements with key partners and developing a document *'Every Child Matters – The Children and Young People's Plan for Leeds 2006 to 2009'* which sets out a single overarching strategy for children's services with a shared vision, approach, priorities, aims and objectives. This plan builds on an on-going debate across the city including the involvement and participation of children, young people and their families.

Over the last 12 to 18 months, the City Council has been establishing the structures and governance arrangements for the partnership arrangements required to take forward the challenging Children and Young People's (C&YP) agenda. These new ways of working create new opportunities for more effective joint working but they also create potential risks for the achievement of targets and goals. Under the Audit Commission Code of Audit Practice we are required to carry out work to evaluate significant risks to the body subject to audit. Therefore we have agreed with Leeds City Council that we would carry out a review of the risks associated with the governance arrangements for the Children Leeds partnership as part of the 2006/07 Audit and Inspection Plan.

### 2.2 Objectives and scope of our review

The objective of this review was to provide assurances to the Authority, as the accountable body, on the areas in which it is performing effectively and to clearly identify the key issues where further action is required. Our review considered the following areas:

- Decision-making: (Section 3).
- Objectives and outcomes; (Section 4).
- Leadership; (Section 5).
- Controls and risk management; and (Section 6).
- Engagement of partners, children, young people and local communities. (Section 7).

Our report also highlights areas of good practice within each of the above sections. Some of the examples of good practice have been drawn from the *National Evaluation of Children's Pathfinder's* report by the University of East Anglia in association with the National Children's Bureau.

## 2 Introduction *(continued)*

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### 2.3 Audit approach

Our approach has been to:

- review key documents, including the Children and Young People's Plan, minutes of partnership meetings and other governance documentation;
- interview key officers within the accountable body and partnership;
- interview the Lead Executive Member for Children's Services; and
- apply various audit tools assessing specific issues.

### 2.4 Acknowledgements

We would like to take this opportunity to thank all those staff at the Council who have supported this review.

## 3 Decision-making

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### 3.1 Introduction

This section considers the trust arrangements in Leeds and how this impacts upon decision making processes. This section specifically considers the structure of the partnership, governance arrangements and the sharing of information and the impact these have on decision making abilities.

### 3.2 Background

In order for the partnership to be successful against the delivery of its objectives there is a need to have clear decision making processes in place. Each member of the partnership needs to be clear of their roles and responsibilities. There should be sufficiently senior people involved at key meetings to drive the agenda forward.

As decisions are made as a partnership, appropriate governance arrangements are required for the partnership and for the Authority to reduce the risk(s) to the Authority and the other organisations involved. This includes not fulfilling statutory responsibilities under the Children's Act. It is also important that decisions are made on the basis of sound information.

### 3.3 Structure and set up of the trust arrangements

Leeds City Council has taken a different approach to trust arrangements for Leeds compared to other local authorities. For example, many other local authorities have created single Children's Services departments (along with the statutory components required, such as the LSCB (Local Safeguarding Children's Board)). These are operational and strategic in nature and are led by a Director of Children's Services (DCS). The trust arrangements in Leeds are made up of six components:

- the Children Leeds Partnership;
- the Integrated Strategic Commissioning Board (ISCB);
- the Local Safeguarding Children's Board (LSCB);
- Open Forums;
- Locality; and
- the Director of Children's Services Unit (DSC Unit).

### 3 Decision-making (*continued*)

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The DCS Unit is a non-operational unit which supports the role of the DCS from a strategic perspective. Concurrent executive responsibility has been delegated to Chief Officers for the Early Years Service and Children's Social Services, which makes the operational side of Children's Services within the Authority accountable to the DCS in the same way that the partners are.

The ISCB is responsible for commissioning decisions under the commissioning strategy developed for the partnership.

The purpose of this structure is to enable the management of the requirements of the partnership under the *Children Act 2004* and *Every Child Matters* by breaking the requirements up into manageable sections. Appendix 2 shows the trust arrangements in a diagrammatical form and provides a brief explanation of each component.

As the trust arrangements are different from the format that other local authorities have adopted it is important that the structure is understood by everyone involved in the trust. The staff bulletin in November 2006 laid out the trust arrangements and the roles and responsibilities within the trust, however, the Authority and the Trust have since recruited to the structure. The review revealed that the 'key' partners understand the structure in the main, however, there remain some gaps in understanding in relation to others within the partnership. A recent Governance Seminar was used to try to close this gap in understanding, however, the Authority needs to ensure that this is sufficient by obtaining feedback and following up on suggestions. The DCS Unit intends to review and follow up findings from the Governance Seminar.

Good practice has shown that a clear understanding of trust arrangements facilitates the avoidance of duplication of efforts, assists in the ability to achieve objectives and provides value for money as a result.

#### **Recommendation 1**

*The Director of Children's Services should ensure that all partners within the trust arrangements are aware of the structure of the arrangements and the rationale for this. They should also be made aware of the functions of each of the components within the structure. The Director of Children's Services needs to review the outcomes of the Governance Seminar to ensure that this had the desired result.*



## 3 Decision-making *(continued)*

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During our review some of the newer recruits to the partnership identified that they were unclear on how some of the components of the structure interacted with each other. It was noted that the recent Governance Seminar has been held to address some of these issues. Again, the Director of Children's Services needs to ensure that the links between the various components are clear to ensure effective partnership working in avoid duplicating effort and/or over-looking issues.

### **Recommendation 2**

*The Director of Children's Services needs to ensure that there is a cohesive fit of the six components of the trust arrangements to ensure that there is effective working between them and to ensure there is no duplication of work. A Memorandum of Understanding could be developed to demonstrate this, this could include the terms of reference of each component and roles and responsibilities of partners.*

### **3.4 Governance**

All key partners have signed up to the partnership. Each component of the trust arrangements has established terms of reference/a Constitution (for the ISCB and LSCB), which means members of the various groups are aware of their responsibilities within these functions. The terms of reference established meet good practice standards. Partners attending the Committees are appropriately empowered within their own organisations to allow them to make decisions on behalf of their organisation to drive the agenda forward without undue delay. However, there are no clear exit strategies or conflict resolutions for the partnership. This could lead to problems if there is a need to 'wind-up' the partnership or if conflicts are encountered.

### **Recommendation 3**

*The Director of Children's Services should develop and agree conflict resolution procedures and an exit strategy, for the constituted components of the Children's Trust arrangements, to ensure there is a contingency plan if things were to go wrong. This could then be linked to risks of this nature in the relevant risk registers (see also recommendation 9). This could be reflected in the Memorandum of Understanding, as noted in recommendation 2.*

## 3 Decision-making *(continued)*

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The Authority's Constitution has been amended to reflect the appointment of the DCS and the concurrent executive delegation to Chief Officers of Early Years and Children's Social Services.

The Authority has employed 'locality enablers' that are employed to develop and deliver local CYPPs, based around the needs of the local area, that link back to the overarching Leeds CYPP. The locality enablers are in a position to make decisions, as these are management level staff reporting directly to the Deputy DCS for Innovation and Change. There are five locality enablers that have been in post for a matter of months. It is therefore too early to state whether this has been successful, however, having managerial level staff in post will enable the agenda to be pushed forward at the local level.

### 3.5 Sharing of information

The partnership has developed an information sharing protocol. Partners have signed up to this. Whilst information is generally shared openly throughout the partnership, there are still some barriers that are encountered. Concerns have been raised that some partners or members of staff within partners are reluctant to share information under the agreed protocol. The reasons for this are not clear. Joint training across agencies on technical and professional issues has been provided, however, greater focus on the individual's understanding of ethical issues of information sharing may remove some of the reluctance to share information.

During our review we also identified that there were concerns around the existing technology and its ability to facilitate information sharing. Information sharing protocols take time to extend into service delivery and there is the need for greater integration of technology systems in the facilitation of information sharing.

#### **Recommendation 4**

*The Director of Children's Services should regularly remind partners of and promote the information sharing protocol to prevent the barriers currently in existence in relation to the sharing of information. Training should be provided with a focus on ethical issues with respect to information sharing to try to remove some of the reluctance on sharing information under the protocol. The partnership should also consider the integration of information technology systems to facilitate the sharing of information.*

## 4 Objectives and outcomes

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### 4.1 Introduction

This section covers:

- the degree to which ownership has been taken of the agreed objectives;
- the arrangements in relation to performance management and the measurement of effectiveness; and
- the consistency of the agreed objectives to other local strategies.

### 4.2 Background

In order to assess the effectiveness of the partnership against *Every Child Matters* objectives need to be established and measures identified to assess the achievement of these objectives. It is important that there is ownership of objectives, by all partners, to ensure that the agenda is driven forward effectively.

Leeds City Council and its partners have developed the document *'Every Child Matters – The Children and Young People's Plan for Leeds 2006 to 2009' (CYPP)*. This document sets out the aims, objectives and priorities, the vision and approach of the partnership in an overarching strategy for children's services. This has been developed after debate across the city with around 8,000 people, including children, young people and families.

### 4.3 Ownership of objectives

Ownership of priorities is determined through the Director of Children's Services and the Integrated Strategic Commissioning Board (ISCB). There are 'core' services, where it is clear that a priority relates to a particular partner, for example dental care for looked after children is clearly linked to health service and is therefore the responsibility of the PCT. The PCT would therefore take ownership of this priority. Other priorities are managed through 'hosting' arrangements. For example, reducing obesity levels links to several areas, such as health, education and sport, therefore, one partner would represent all of the services and would sign up to a hosting agreement.

Once a partner has agreed to host a priority they are required to 'append' this to their organisation's strategy and to reflect this in their risk register. An action plan is required to be produced to demonstrate how they will drive this priority forward. This will then be monitored by the ISCB.

Leeds PCT has taken principal accountability for a number of key improvement areas, such as obesity, teenage conception rates and infant mortality. In these areas there is a clear link to health services. Education Leeds are hosting the Anti-bullying Strategy and will be responsible for working in partnership with the Early Years and Youth Service and Children's Social Services.

## 4 Objectives and outcomes (*continued*)

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### 4.4 Links to local and corporate strategies

The children's trust arrangements within Leeds are linked directly to the children and young people's block of the local area agreement in that Children Leeds has responsibility for the delivery of this block. The Children Leeds Partnership has a link to the Leeds Initiative (the local strategic partnership), through Children Leeds via the 'Going up a League Executive' and the 'Narrowing the Gap Executive'. However, from a review of the minutes of these meetings there was no clear link to Children Leeds issues.

#### Recommendation 5

*The link between the Leeds Initiative and the Children Leeds Partnership should go beyond a 'paper link'. The Authority should consider reporting the minutes of the Children Leeds Partnership to the Leeds Initiative Executive meetings, to ensure that the Leeds Initiative is up to date on strategic issues with Children Leeds.*

The Leeds City Council *Corporate Plan 2005 to 2008 ('Corporate Plan')* identifies seven strategic outcomes, of which healthy, safe and successful children and young people is one. The priorities identified in the *Corporate Plan* map directly to outcomes identified in the *CYPP*, that is:

- be healthy;
- stay safe;
- enjoy and achieve;
- make a positive contribution;
- achieve economic wellbeing; and
- the Change for Children Programme.

The trust arrangements have been set up in order to deliver on the above priorities, in line with the activity identified in the *Corporate Plan*.

The objectives of the *CYPP* are reflected in the strategies of the partners by way of the hosting arrangements described above. For example, Leeds PCT has reflected the five outcomes of Every Child Matters in its own commissioning strategy, in its 'commissioning change delivery programme prioritisation' document and within the 2007-08 business objectives. These documents refer to and reflect the components of the trust arrangements in Leeds, such as the ISCB.

## 4 Objectives and outcomes (*continued*)

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### 4.5 Performance Management

A performance management accountability framework has been developed for children's services. The framework is underpinned by six boards, which match the outcomes as laid out in the CYPP, as described above. The initial CYPP identifies performance indicators, which are linked to the outcomes to enable the partnership to determine success against the outcomes. Many of these have specified targets against them, however, some are new targets and therefore have no point to benchmark against.

Performance management arrangements, however, are not just performance indicator centred, it also focuses on 'outcome measures'. It is important to obtain an overall picture of the success of the partnership. The partnership has just completed its first annual review of the CYPP, considering the progress of the partnership to date providing an overview of the progress of the partnership. This review highlights case studies and areas of success, such as awards for Youth on Health work, achieving the highest ever GCSE results and obtaining Beacon status for healthy schools. The review also highlights challenges still facing the Trust, including reducing teenage conception rates and strengthening the trust arrangements to achieve 'integrated and refocused front line services and commissioning approaches'.

The partnership now needs to consider how it will demonstrate that the partnership is successful and is making a difference to the lives of children. This is one area that other Children's Trusts are currently trying to develop and it is acknowledged that this is a difficult task. Examples from other Trust arrangements have included single multi-agency action plans, which have resulted in better outcomes for children and has demonstrated that the partnership working was the reason for this.

#### **Recommendation 6**

*The Director of Children's Services needs to consider how the achievement of objectives and demonstration of progress and improved outcomes for children as a result of partnership working is monitored.*

## 5 Leadership

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### 5.1 Introduction

This section considers the extent to which the roles and responsibilities of the Director of Children's Services (DCS) and the Lead Executive Member are understood by the partnership and people within the community.

This section also considers the extent to which the DCS and the Lead Executive Member communicate with each other, with the partners and with children, young people and the local community.

### 5.2 Background

The *Children Act 2004* contains legislative provisions for authorities to appoint a DCS and to designate a Lead Member for Children's Services. The DCS and the Lead Member are required to work closely to ensure both parties are kept up to date on developments.

In order to achieve effective leadership and accountability, it is important that the roles and responsibilities of the DCS and the Lead Member, as laid out in *The Statutory guidance on the roles and responsibilities of the Director of Children's Services and Lead Member for Children's Services*, are understood by everybody within the partnership and by the local community. Children, young people and local communities need to understand these roles to enable them to be effectively engaged in the process.

### 5.3 Clarity of roles

Leeds City Council has appointed a DCS and has designated a member of the Executive as the Lead Member, in accordance with the *Children Act 2004*. The Open Forum element of the trust arrangements has been used as an opportunity for the DCS and Lead Executive member to explain their roles to key partners and the community.

As part of the change in roles within Children's Services, concurrent executive responsibility has been delegated to Chief Officers for the Early Years Service and Children's Social Services. This change has been reflected in the Constitution of the Council, which has been approved by Members.

Our review revealed that the 'key' partners understood the roles and responsibilities of the DCS and the Lead Executive Member, however, not all partners within the partnership had a clear view on what the roles and responsibilities of the DCS and Lead Executive Member were.

#### Recommendation 7

*The roles and responsibilities of the DCS and the Lead Executive Member should be further promoted and explained by the DCS and the Lead Executive Member to ensure that all parties understand them. This could be laid out in the Memorandum of Understanding as discussed in recommendation 2.*

## 5 Leadership (*continued*)

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### 5.4 Communication

The DCS and the Lead Executive Member have arrangements in place for regular liaison on Children's Services matters. Weekly briefing meetings are held with the DCS and the Lead Executive Member. Four to five officers from the DCS Unit also attend along with two Executive Board members. In addition to this arrangement, the Lead Executive Member meets with the DCS two to three times per month on a one-to-one basis. The Lead Executive Member also contacts the DCS on an informal basis if there are particular issues to discuss in between the formalised arrangements.

With respect to communication amongst the partnership our review revealed there are mixed opinions in respect of communication. Interviewees noted that there was a lot of proactive communication work in the partnership, for example the DCS issues a bulletin to Leeds City Council staff every six weeks and has started an *Every Child Matters update*, which is published on the Children Leeds website, along with many other key documents relating to the trust arrangements and set up. However, it was noted that the DCS Unit wanted to do more work in this area, as it was felt there were still areas for improvement.

#### **Recommendation 8**

*The Director of Children's Services should develop a communications plan for the partnership, which lays out parties that need to be communicated with, and identifies the communication requirements of these groups. This should then be mapped to the methods and frequency of communication with these groups.*

## 6 Controls and risk management

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### 6.1 Introduction

This section considers control environment in place within Leeds City Council in relation to the partnership and across the partnership as a whole. It also encompasses risk management arrangements.

### 6.2 Background

Over the last 12 to 18 months, the City Council has been establishing the structures and governance arrangements for the partnership arrangements required to take forward the challenging Children and Young People's (C&YP) agenda. These new ways of working create new opportunities for more effective joint working but they also create potential risks for the achievement of targets and goals.

To overcome these risks strong risk management arrangements and control environment are required. These should be embedded throughout the partnership to fully mitigate risks.

### 6.3 Common Assessment Framework

Over the past 18 months the Partnership has implemented the Common Assessment Framework (CAF). This allows employees from across the Partnership with core competencies to assess individual cases and to establish the needs of the individual. The aim is use this tool to be a preventative measure, allowing one agency to act as a lead professional. The lead professional would then be responsible for co-ordinating other agencies involved.

The West Leeds Project is a pilot of accelerated integrated working, being used to gather experience and learning points prior to roll-out across Leeds. The CAF is currently being piloted as part of this project. This is a good example of risk management, as the pilot will allow Leeds to experience any problems on a smaller scale, where measures can be put into place to overcome these before wider implementation.



## 6 Controls and risk management *(continued)*

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### 6.4 Risk management

The DCS Unit has considered the risks of the partnership to the Unit. This has been formalised in the development of a risk register. The risk register identifies potential sources of risk and the consequences of this. Existing controls to mitigate the risks are identified, along with further actions required, which have been allocated to named individuals. This is in line with the risk management framework used throughout Leeds City Council.

As part of the hosting arrangements, described in section 3.3, the lead organisation is required to carry out a risk assessment, which is built into the hosting arrangement agreement that is signed off by the DCS and the lead body. This shows there are risk arrangements in place at critical stages during the assignment of responsibilities.

Whilst the DCS Unit has undertaken this risk assessment it is important that there is a consideration of risk across the partnership, within individual partner organisations, as a partnership as a whole and within the components of the trust arrangements. For example, the review has revealed that the Local Safeguarding Children's Board (LSCB) has not formally considered its risks or developed a risk register. It was noted however, that the LSCB plan to consider risks in the future, the focus is currently on implementing the statutory requirements for the March 2008 deadline.

#### **Recommendation 9**

*Risk management arrangements should be embedded throughout the Children's Trust's arrangements. Risk should be considered by each of the constituted components within the Trust and for the Children's Trust arrangements as a whole. Risk registers and contingency plans should be developed as outputs of this process. This will allow the partnership to actively identify, understand and manage the risks that it faces.*

## 6 Controls and risk management *(continued)*

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### 6.5 Financial management

There are no pooled budgets in operation for the Partnership. The strategic lead for resources and assets within the DCS Unit is currently reviewing the financial information across the Partnership with regards to current expenditure levels and budgets. This has involved liaising with finance personnel within the partner organisations to obtain this information. This information will be reported to the ISCB to inform commissioning decisions. Discussions with the strategic lead revealed that partners had been willing and open in the sharing of this information, demonstrating a commitment to the partnership.

Management accounts are being developed that will allow the ISCB to see the levels of expenditure against the five outcomes of Every Child Matters during the year.

The purpose of the review will also allow current resources to be realigned to enable the partnership to deliver on priorities and outcomes. Once the review of existing resources and current spending patterns is complete it will be important for a plan to be developed which aligns resources available to areas of spending for achievement of priorities.

Partnership working can lead to potential areas of efficiency. Leeds City Council need to establish processes to identify such efficiencies and processes to reinvest these into services helping to ensure that outcomes are achieved.

#### **Recommendation 10**

*The exercise of identifying current resources should be completed and a plan developed demonstrating how these resources are to be channelled to services/new areas of commissioning, with consideration and clear links to the priorities, outcomes and aims of the partnership, as laid out in the Children and Young People's Plan. This plan should incorporate efficiency savings identified and the reinvestment of these into services.*

## 7 Engagement of partners, children, young people and local communities

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### 7.1 Introduction

This section considers the extent to which partners, children, young people and local communities have been engaged in the processes of the trust arrangements. It also considers the level of cross-working across the Authority.

### 7.2 Background

Engagement is critical to the success of the Children Leeds partnership working. Engagement is important at three levels:

- with partners within the partnership, to ensure joined-up working;
- with children, young people and local communities, to ensure their views are considered and acted upon; and
- across Leeds City Council services, to achieve a fully integrated approach to *Every Child Matters*.

### 7.3 Engagement of partners

Partners have, in the main, demonstrated a strong level of commitment to the Children and Young People's agenda. Attendance at the various meetings within the structure is strong, with the majority of partners represented. However, the attendance of the West Yorkshire Police at the Children Leeds Partnership, the ISCB and the LSCB has been infrequent with attendance at one in three of each of these meetings. It is understood that the DCS has responded to this by issuing a letter to all partners to remind them of the requirement to attend meetings and the cycle of meetings has been adjusted to reflect feedback from partners. Since this action was taken by the DCS, West Yorkshire Police have attended all of the relevant meetings.

Other examples of commitment of partners to the Children and Young People's agenda in Leeds are the Leeds Primary Care NHS Trust (PCT) funded post for the Director of Commissioning and Planning – Children and Maternity Services. This is a shared post between Leeds PCT and Leeds City Council. The Strategic Lead for Resources and Assets is also seconded from Education Leeds. Both of these demonstrate a financial commitment to the partnership.

Good practice reports have noted positive outcomes from co-located teams through the development of extended schools and children's centres. Leeds have already implemented this and extended schools and children's centres are in place.

## 7 Engagement of partners, children, young people and local communities (continued)

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### 7.4 Engagement within the Authority

Leeds City Council directors attend the Children Leeds Partnership meetings, which allows them to be informed of the work of the partnership as a whole. This allows them to understand the strategic objectives of the partnership, allowing them to consider these in their own departments. This demonstrates partnership/integrated working internally as well as with external organisations. This is crucial to an integrated approach to children's services.

There is involvement of other directorates within the Authority at the strategic level. Good practice notes that for a fully integrated approach there is a need for cross working at an operational level also. Good practice is in operation within Leeds with the introduction of multi-agency training. This has, within other trusts, enabled staff at the front line to put policies and strategies into practice. This has also helped to prevent 'silo' working, so that staff think beyond their own area of working. Leeds is also developing a single multi-agency plan and area Children and Young People plans.

### 7.5 Engagement of children, young people and local communities

The partnership can cite several examples where they have engaged children, young people and local communities. For example, children and young people hosted one of the Open Forums. This allowed them to develop the programme for the event and be involved in the trust arrangements. For example, bullying role-plays were built into the programme.

The Authority has involved the Youth Council in two reports to the Scrutiny. One related to fairly traded goods in schools and the other was around transport arrangements. The Authority is currently looking into the transport issues (free public transport) raised by the Youth Council, as a result of their report.

The work of engaging children and young people with the formalities of the partnership is still ongoing. For example, one suggestion that was considered was to have Young Person representatives within the arrangements, however, after consideration this was decided against, due to the strategic nature of the meetings. This approach has received mixed views from other Children's Trusts and the young people that have been involved in the Boards. The partnership should continue to consider how to involve children and young people in the decision making process. Good practice suggests that this can be done successfully through satisfaction surveys, consultations or and service redesign exercises.

#### Recommendation 11

*The Director of Children's Services should continue to explore ways of engaging children and young people in its decision making processes to allow the partnership to demonstrate how the view of children and young people are shaping the work and decisions of the partnership.*

## 7 Engagement of partners, children, young people and local communities (continued)

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Children Leeds has established area boards as part of the locality element of the structure for trust arrangements. This allows the needs at a more localised level to be considered and acted upon. However, there is no clear link between these area boards and the Authority's Area Committees. Discussion with locality enablers revealed that some of the Area Committee chairs that had had discussions with the locality enablers felt that they were a little removed from the work of Children and Young People. The area boards for Children Leeds could be used to obtain greater involvement of the Area Committees and the Area Committee chairs. The locality enablers are aware of this need and are presently considering methods to involve the chairs of the Area Committees.

### **Recommendation 12**

*The Authority's Area Committees and Area Committee chairs should have formal links with and greater involvement in the partnership arrangements to ensure that the work towards the Children and Young People agenda is integrated across the Authority and at the local level.*

# Appendix 1: Recommendations and action plan

***	<i>Significant residual risk</i>	**	<i>Some residual risk</i>	*	<i>Little residual risk</i>
	<b>Recommendation</b>	<b>Priority</b>	<b>Management response</b>	<b>Responsibility and timescale</b>	
1	The Director of Children's Services should ensure that all partners within the trust arrangements are aware of the structure of the arrangements and the rationale for this. They should also be made aware of the functions of each of the components within the structure. The Director of Children's Services needs to review the outcomes of the Governance Seminar to ensure that this had the desired result.	**	Draw attention to structure diagram and briefing pack on Children Leeds website.  Outcomes of Governance seminar fed back to individual boards for action planning.  Self-evaluation process to be incorporated into 2008 Governance.	Barbara Newton & Adam Hewitt – October 2007  By December 2007  Spring 2008	
2	The Director of Children's Services needs to ensure that there is a cohesive fit of the six components of the trust arrangements to ensure that there is effective working between them and to ensure there is no duplication of work. A Memorandum of Understanding could be developed to demonstrate this, this could include the terms of reference of each component and roles and responsibilities of partners.	**	Memorandum of understanding to be developed to include conflict resolution procedures.  Ongoing review of operation of six elements of children's trust, incorporating JAR feedback.	Barbara Newton – November 2007	
3	The Director of Children's Services should develop and agree conflict resolution procedures and an exit strategy, for the constituted components of the Children's Trust arrangements, to ensure there is a contingency plan if things were to go wrong. This could then be linked to risks of this nature in the relevant risk registers (see also recommendation 9). This could be reflected in the Memorandum of Understanding, as noted in recommendation 2.	**	Legal & Domestic services drafting conflict resolution and exit strategy paragraphs for insertion in formal constitution of ISCB, CLP & LSCB.  Risk registers for ISCB, CLP & LSCB to be updated to this effect.  See also action 2 above.	Keith Burton – October – December 2007  October 2007	

## Appendix 1: Recommendations and action plan *(continued)*

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4	The Director of Children’s Services should regularly remind partners of and promote the information sharing protocol to prevent the barriers currently in existence in relation to the sharing of information. Training should be provided with a focus on ethical issues with respect to information sharing to try to remove some of the reluctance on sharing information under the protocol. The partnership should also consider the integration of information technology systems to facilitate the sharing of information.	**	Leeds Citywide Interagency Information Sharing Steering Group to release revised protocols. Promotion and training to be offered.  Additional work to revise information sharing protocols for CAF to be completed. Further training to be offered.  Wider and future issues relating to information governance and policy will be a component of children’s services information strategy. Information Governance task and finish group for children’s services to be set up to lead this work across the partnership.  Strategy will also include plans for integration of operational and management information systems.  To ensure these issues are managed through the PCT information management steering group where there is LCC and NHS provider representation. To build on the CAF implementation and learning.	John Maynard & Sarah Sinclair  December 2007  December 2007  March 2008	

## Appendix 1: Recommendations and action plan *(continued)*

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	<b>Recommendation</b>		<b>Priority</b>	<b>Management response</b>		<b>Responsibility and timescale</b>
5	The link between the Leeds Initiative and the Children Leeds Partnership should go beyond a 'paper link'. The Authority should consider reporting the minutes of the Children Leeds Partnership to the Leeds Initiative Executive meetings, to ensure that the Leeds Initiative is up to date on strategic issues with Children Leeds.		**	Work with Leeds Initiative office to strengthen links through key messages, minutes being shared and update items. First up date scheduled.  Key messages to be agreed at conclusion of each Children Leeds Partnership meeting and relayed to Leeds Initiative.		Mariana Pexton & Barbara Newton  3 <sup>rd</sup> October 2007
6	The Director of Children's Services needs to consider how the achievement of objectives and demonstration of progress and improved outcomes for children as a result of partnership working is monitored.		***	Six month performance monitoring update of CYPP to be completed.  Work to integrate performance monitoring for LCC and ISCB to be completed.  Wider review of performance monitoring arrangements for all elements of the partnership to be completed.		John Maynard – October 2007  October 2007  January 2008
7	The roles and responsibilities of the DCS and the Lead Executive Member should be further promoted and explained by the DCS and the Lead Executive Member to ensure that all parties understand them. This could be laid out in the Memorandum of Understanding as discussed in recommendation 2.		**	Roles and responsibilities of Lead Member and DCS to be included in Memorandum of Understanding.  Understanding to be reinforced via ECM Update, programme of visits and public engagements.		Barbara Newton & Adam Hewitt – December 2007  Ongoing



## Appendix 1: Recommendations and action plan *(continued)*

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	<b>Recommendation</b>		<b>Priority</b>	<b>Management response</b>	<b>Responsibility and timescale</b>
8	The Director of Children's Services should develop a communications plan for the partnership, which lays out parties that need to be communicated with, and identifies the communication requirements of these groups. This should then be mapped to the methods and frequency of communication with these groups.		*	Communications plan under development via Children Leeds Communication Network.	Barbara Newton – November 2007
9	Risk management arrangements should be embedded throughout the Children's Trust's arrangements. Risk should be considered by each of the constituted components within the Trust and for the Children's Trust arrangements as a whole. Risk registers and contingency plans should be developed as outputs of this process. This will allow the partnership to actively identify, understand and manage the risks that it faces.		**	<p>Risk Management Plan submitted to ISCB.</p> <p>Risk register approved at ISCB meeting.</p> <p>CLP – proportionate CLP risk register discussed and developed at meeting. To be reviewed every six months.</p> <p>Risk register in place for JAR project.</p> <p>LSCB risk register being developed to support the business plan.</p>	<p>ISCB – Keith Burton – October 2007</p> <p>September 2007</p> <p>CLP – Mariana Pexton – 5<sup>th</sup> September 2007</p> <p>LSCB – Bryan Gocke &amp; Jackie Wilson</p>

## Appendix 1: Recommendations and action plan *(continued)*

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	<b>Recommendation</b>		<b>Priority</b>	<b>Management response</b>	<b>Responsibility and timescale</b>
10	The exercise of identifying current resources should be completed and a plan developed demonstrating how these resources are to be channelled to services/new areas of commissioning, with consideration and clear links to the priorities, outcomes and aims of the partnership, as laid out in the Children and Young People's Plan. This plan should incorporate efficiency savings identified and the reinvestment of these into services.	***	***	Report setting out current deployment of resources across CS submitted to ISCB.  Service Prioritisation and Commissioning Forum established and main priorities proposed.  Further report to go to October meeting identifying main priorities for LCC. Partners to take back as part of their individual service budget discussions prior to decision on budget priorities across all partners for agreement by ISCB.	David McDermott – September 2007  October 2007  October 2007  January 2008
11	The Director of Children's Services should continue to explore ways of engaging children and young people in its decision making processes to allow the partnership to demonstrate how the view of children and young people are shaping the work and decisions of the partnership.	***	***	Series of meetings for DCS and Lead member with young people arranged.  Young Advisors Project being explored to consider ongoing arrangements.  Young people's participation strategy to be presented to Children Leeds Partnership. Young people to attend the meeting to advise on the shape of future participation in decision making for the children's trust.	Barbara Newton – October – December 2007  By December 2007  November 2007

## Appendix 1: Recommendations and action plan *(continued)*

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	<b>Recommendation</b>		<b>Priority</b>	<b>Management response</b>	<b>Responsibility and timescale</b>
12	The Authority's Area Committees and Area Committee chairs should have formal links with and greater involvement in the partnership arrangements to ensure that the work towards the Children and Young People agenda is integrated across the Authority and at the local level.		**	<p>Locality enablers and local CYPPs will be main route to ensure more formal links and better engagement with partners to deliver priorities.</p> <p>Review action in light of wider cross council developments on locality working and democratic engagement and feed in the KPMG findings to that development.</p> <p>Review effectiveness of local CYPPs.</p>	<p>Mariana Pexton &amp; Shaid Mahmood</p> <p>May 2008</p> <p>May 2008</p>

# Appendix 2: Leeds Trust Arrangements

