

# Leeds Children's Trust Board



<b>Date of meeting:</b>	5 September 2013
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<b>Report title:</b>	<b>Cluster update – governance and performance arrangements</b>

## Summary:

As part of a restatement of cluster arrangements this report updates the minimum standard for cluster partnerships the Children's Trust Board adopted in April 2011 in respect to cluster governance and performance arrangements. Given the evolving nature of our partnership cluster arrangements this report revisits Children's Trust Board expectations in respect to:

- cluster governance arrangements
- cluster performance and accountability arrangements

Children's Trust Board's expectations compliment local arrangements and reflect city level minimum requirements. Accountability to Schools Forum is integral to these arrangements. The report also references a recent report to Leeds City Council Member Management Committee on Council Representation on Children and Young People Cluster Partnerships.

Information on cluster progress against the obsessions is provided and an assessment of deprivation levels by cluster.

## Recommendations:

Children's Trust Board is requested to:

- note the contents of this report, particularly the restatement of cluster arrangements, acknowledging that these were approved by Schools Forum on 11 July 2013
- support the recommended membership for cluster partnerships and accompanying efforts to engage all partners
- approve the proposed performance and accountability arrangements for clusters set out in this report
- consider the analysis of cluster performance
- support the on-going alignment of resources across the partnership to support work with children and families at the cluster level
- recommend that this contents of this paper are communicate to cluster starting with autumn term cluster chairs meetings.

## **Purpose of report**

- 1.1. As part of a restatement of cluster arrangements this report provides and update to Children's Trust Board on the minimum standard for cluster partnerships the Children's Trust Board adopted in April 2011 in respect to cluster governance and performance arrangements. A similar report has been taken to the Schools Forum with agreement on the proposals. Accountability to Schools Forum is integral to these arrangements.
- 1.2. This report also provides an overview of progress at cluster level against the children's obsessions. The restatement of cluster performance arrangements emphasises our shared commitment and desire to learn, in addition to accountability arrangements. The recommended way forward builds on previous arrangements.
- 1.3. Children's Trust Board's expectations compliment local arrangements and reflect city level minimum requirements. It identifies new proposals to ensure the on-going effectiveness of the cluster model and the integral role it has in terms of ensuring the achievement of better outcomes for children and young people within their localities.

## **2. Background information**

- 2.1. Leeds is committed to being the best city for children. Key to meeting this ambition is effective local partnerships in the form of children's clusters. These local partnerships play a central role in delivering the priorities of the Children and Young People's Plan, co-ordinating the effort at the local level to achieve the greatest impact on outcomes for children and families. Enhancing cluster and locality working is one of the key improvement strategies set out in the Children and Young People's Plan.
- 2.2. Clusters contribute by:
  - enabling local settings and services to work together effectively to improve outcomes for children, young people and their families
  - building capacity to improve the local delivery of preventative, early help and targeted services
  - creating the conditions for integrated partnership working at locality level,
  - promoting the ambition of a child friendly city across the locality
- 2.3. As key partnerships within the Children's Trust arrangements, the Children's Trust Board agrees the standard terms of reference for the cluster partnerships and in consultation agrees the geographical area of operation for the partnerships. It is recognised that Clusters across the city vary in terms of their maturity and effectiveness. Clear Children's

Trust expectations are a key component of the considerable work that is on-going to support and develop the cluster model.

### 3. **Main issues**

3.1. The attached paper outlines the suggested framework for clusters to follow in terms of their governance arrangements and the annual governance cycle. It is supported by the following appendices:

- **Appendix 1** acknowledges the fundamental importance of being able to demonstrate that our partnership activities are making a difference. It articulates the various processes which clusters will be required or to adopt in order to evidence the impact they are making.
  - **Appendix 1a** Expands on this looking at how we evidence impact outlining both requirements and a number of 'good practice' suggestions which should support clusters to achieve good outcomes for children and young people. This covers the support offered for undertaking this activity.
  - **Appendix 1b** Best practice guidelines for implementing the governance framework
  - **Appendix 1c** outlines recommended membership of cluster partnerships.
  - **Appendix 1d** outlines the performance information available to each cluster
- **Appendix 2** Performance data at cluster level against each of the obsessions. – ***This will be presented to the Scrutiny board at the December 2013 meeting.***

3.2. The overall aims of the framework and governance cycle are to formalise light touch minimum reporting requirements on clusters to evidence effective governance with a focus on outcomes and value for money. This will be achieved through:

- Providing evidence of local accountability by demonstrating the contribution being made to the local agenda for improved outcomes for children and young people.
- Providing evidence of joined up working across relevant agencies, sharing of expertise and good practice.
- Supporting the Children's Trust Board and Schools Forum in assessing levels of need and, the impact of actions to inform the development of the city's Children and Young People Plan and related improvement strategies.

- Giving clusters the opportunity to influence decisions made by the Children's Trust Board in relation to joint strategic planning and commissioning through a better understanding of local circumstances, including the commonalities and distinctions that exist across the city.
- Providing a platform to raise any concerns about the level of support the partnerships need from Children's Trust partners.
- Allowing Schools Forum to work with the Children's Trust to challenge outcomes and performance of clusters across the city and evidence value for money. This will be supported through a Review and Support sub-group of Schools Forum whose terms of reference will be drafted following this meeting.
- Allowing the partnerships to identify local and area based strategic priorities for the forthcoming year.

3.3. To support these aims the roles of partners are as follows:

- **Children's Trust Board** – to provide support for cluster working and through regular performance reports provide both challenge on the effectiveness of clusters and strategic support for improvement.
- **Schools Forum** – to hold the children's trust board and clusters to account for effective use of the funding allocated through the Forum. To be supported in this by the Review and Support sub-group.
- **Cluster management and leadership** – commitment to being open and honest about the progress the cluster is making and any challenges it is trying to address
- **Targeted services leader** – focusing on targeted work with children and families to look at the numbers being supported as well as the quality and impact of the support
- **Elected members** – to link cluster working with Area Committee arrangements ensuring both local democratic accountability and that cluster priorities are understood and supported.
- **Local Authority Partners** – support clusters in considering performance and quality, including self-evaluation work and preparation of the local cluster plan.
- **Children's Trust Partners** – will actively seek involvement in cluster arrangements. This relates to organisations committed to the outcomes outlined in the Children and Young People's Plan and to

working within their local communities to improve the lives of children and families.

- **Leeds Children's Safeguarding Board** – within overall role will seek reassurance and provide support to ensure that local cluster practice is keeping children safe. Asking clusters to participate in multi-agency case audits would be an example.

- 3.4. In October 2011 Leeds City Council's Member Management Committee agreed to categorise the cluster partnerships as Strategic and Key Partnerships and appointed a number of member representatives to sit on the clusters. A recent review of area working identified the need to more clearly understand the relative roles and responsibilities of area committees and other partnership bodies, including children's clusters. The member relationship between area committees and clusters is central to this. Member management committee recommended in March to strengthen local working arrangements with elected member representatives to children service clusters to be appointed by area committees, including a Children's Champions for each area committee. This establishes a formal link between Area Committees and Clusters and enables and supports the building of closer working arrangements to better support the needs children and families across the city.
- 3.5 Appendix 1c outlines the proposed membership for each cluster. Clusters and partner organisations are encouraged to work towards involving this full range of members. This should be acknowledged and accepted as a commitment and a partnership aim. It is also recognised that to be effective the relationships have to work locally and that restorative principles must underpin them. Applying the principles of outcomes based accountability to the shared outcomes and obsessions of the Children and Young People's plan provides the basis for developing ways of working together.
- 3.6 Evidence of our approach to support children and families at the local level working will be the on-going realignment of resources and services to clusters. This may involve the directing of funding, the delegation of services, the alignment of services to clusters, the enablement of services to engage at cluster level or the empowerment of local social capital. At one level this includes commitment to support the lead practitioner role or to engage in cluster partnership arrangements. Other levels will include ensuring service design allows for engagement at the cluster level. In this context the dedicated funding through schools forum to enable cluster working while significant and essential represents only a part of the potential resource available.

#### **4. Analysis of cluster performance to date**

- 4.1. Performance data at cluster level against each of the obsessions is shown at Appendix 2. A brief analysis of information demonstrates that the cluster model is having a positive impact on the Children's Trust priorities.

***More detailed information including appendix 2 will be presented to the Scrutiny Board at the December 2013 meeting.***

#### **5. Implications for governance, policy, resources, Children and Young People Plan outcomes**

- 5.1 This paper covers key aspects of the accountability and support arrangements for cluster governance and performance. It focuses implicitly on evaluating the use of resources directly in terms of Schools Forum and the funding it provides. It supports Schools Forum by ensuring accountability and value for money. There is also an accountability to the Children's Trust Board around delivery of the Children and Young People's plan and are we making a difference in terms of outcomes for children and young people.

#### **6. Relationship to other partnership activity**

- 6.1. The proposals in this paper form part of the wider partnership arrangements to evaluate and ensure the contribution clusters make to delivering improved outcomes for children and young people within their communities and families. As such the proposals in this paper form a core element of children's trust partnership arrangements.
- 6.2. Clusters have a direct accountability to Schools Forum who have committed to delegating funding through the dedicated schools grant for 3 years. Schools forum requires assurance that cluster funding is achieving value for money. Clusters will have local governance arrangements in place to support collective effort and this will include local accountability for progress.

#### **7. What can Children's Trust Board do to help?**

- 7.1. Children's Trust Board are asked to:
- note the contents of this report, particularly the restatement of cluster arrangements, acknowledging that these were approved by Schools Forum on 11 July 2013
  - support the recommended membership for cluster partnerships and accompanying efforts to engage all partners
  - approve the proposed performance and accountability arrangements for clusters set out in this report

- consider the analysis of cluster performance
- support the on-going alignment of resources across the partnership to support work with children and families at the cluster level
- recommend that this contents of this paper are communicate to cluster starting with autumn term cluster chairs meetings.

**Background documents:**

<b>Appendix 1</b>	<b>Cluster governance framework</b>
<b>Appendix 1a</b>	<b>How we evidence impact</b>
<b>Appendix 1b</b>	<b>Good practice guide</b>
<b>Appendix 1c</b>	<b>Recommended cluster membership</b>
<b>Appendix 1d</b>	<b>Performance information available to clusters</b>

## Appendix 1

### Cluster Governance Framework

Our vision for children and young people in Leeds is set out in the Children and Young People's Plan which was approved by the Children's Trust Board in May 2013. It states that:

- Our vision is for Leeds to be a child friendly city. As part of this vision we will minimise the effects of child poverty.
- Our vision contributes to the wider vision for Leeds – By 2030 Leeds will be locally and nationally recognised as the best city in the UK.

We will drive change by using restorative practice, **cluster** and locality working and by extending the voice and influence of children and young people. The child is at the centre of everything we do. We have a relentless focus on improved outcomes for children, young people and their families. The Children and Young People's Plan further states that cluster partnerships in Leeds are the local mechanisms to deliver on the statutory duty to work in partnership and the duty to co-operate placed on relevant partners to improve children and young people's well-being in the context of their communities and families

### Internal governance processes

There are three types of cluster partnership and each cluster is required to adopt one of these.

- Joint Collaborative Committee  
Schools within an identified cluster may wish to form an extended services committee in line with the School Governance (Collaboration) (England) Regulations 2003. The schools remain as separate schools but form a joint committee, whose powers are determined through the delegation of the collaborating schools' governing bodies.
- Trust schools  
In some instances, extended services may be governed through the federation of schools or through the formation of Trust schools.
- Informal Partnership  
Partners working together to deliver the extended services provision may wish to form a partnership. However, unincorporated associations in law are not corporate bodies; they cannot employ staff, hold financial resources or enter into contracts.



The partnership would need to do these things through an accountable body, which would be one of the partners, which may be a public, charitable or private body.

Clusters must commit to an annual timetable which is based on the academic year. This is outlined below:

Monthly	Local Authority to provide performance data to each cluster.
July - Sept	Preparation and submission of business & action plans to: <ul style="list-style-type: none"> <li>• Local authority for moderation and quality assurance, and</li> <li>• Schools Forum for approval</li> </ul> <p>Good practice to share with school governing bodies in the cluster area</p>
October	Funding released by Schools Forum for 6 months on completion of business plan
December	6 month cluster performance report (April – September) prepared by Children’s Services to: <ul style="list-style-type: none"> <li>• Children’s Trust Board</li> <li>• Schools Forum</li> <li>• School Governing Bodies</li> <li>• Copied to LSCB performance management sub-group</li> </ul>
March	Cluster to provide 6 month review of business plan to local authority and Schools Forum. <p>Good practice to share with school governing bodies in the cluster area</p>
April	Release of final 6 months funding by LA following submission of 6 month review of business plan
June	Annual report to include 6 month cluster performance report (October – March) prepared by Children’s Services to: <ul style="list-style-type: none"> <li>• Children’s Trust Board</li> <li>• Schools Forum</li> <li>• School Governing Bodies</li> </ul>

The governance framework is supported by two appendices:

- **Appendix 1a** – How we evidence impact
- **Appendix 1b** – Good practice guide to implementing the framework
- **Appendix 1c** – Recommended Cluster Membership

## APPENDIX 1a

### How we evidence impact

Partnership processes and support to clusters	Expectations of clusters
<p><b>Intelligence and performance data</b> <b>(What difference are we making)</b></p> <ul style="list-style-type: none"> <li>• Monthly Children and Young People’s Plan and obsessions dashboards provide an indication of are we making a difference</li> <li>• Quarterly/termly data, additional information to aid in understanding the issues highlighted by monthly information including targeted services cluster reports on the application of the common assessment and related processes.</li> <li>• Annual cluster profiles and overviews offering a longer term and broader perspective of local need</li> </ul>	<p><b>Recommended</b></p> <ul style="list-style-type: none"> <li>• Information is used routinely to assess whether we’re making a difference, including comparison with other clusters.</li> <li>• Opportunities are taken to use the more in depth information to evaluate practice and explore questions behind the headline information.</li> <li>• Cluster profile and similar information is used to aid understanding of the local area and to identify local priorities including factors impacting on Children and Young People’s Plan priorities and obsessions.</li> </ul>
<p><b>On-going learning</b> <b>(How well are we doing it)</b></p> <ul style="list-style-type: none"> <li>• Guidance on <i>what is a good cluster</i> is used to promote shared commitment</li> <li>• Quality of engagement, leadership and governance self-assessment; to ensure a level of good practice in cluster governance</li> <li>• Assessment tool – Working together to Safeguard children – Supporting Effective Early Help Services in clusters; to ensure a level of good practice in approaches to early intervention and family support</li> <li>• Supervision guidance and case file audit</li> <li>• Participation in multi-agency LSCB led review of case management</li> </ul>	<p><b>Recommended</b></p> <ul style="list-style-type: none"> <li>• Clusters to use these tools for self-improvement through identification of strengths and weakness and prioritisation of improvement.</li> <li>• Clusters support the identification and sharing of good practice</li> <li>• Clusters support identifying areas for city-wide improvement focus.</li> </ul> <p><b>Required</b></p> <ul style="list-style-type: none"> <li>• Case file audits undertaken twice yearly and supervision policies in place</li> <li>• Participation in multi-agency case management reviews if child/young person from cluster selected</li> </ul>
<p><b>Managing performance locally</b> <b>(what and how much are we doing)</b></p> <p>In addition to use of the above:</p> <ul style="list-style-type: none"> <li>• Cluster Chair and the targeted services leader with the support of the local authority partner set local targets for supporting children and families e.g. CAF initiation</li> </ul>	<p><b>Required</b></p> <ul style="list-style-type: none"> <li>• Local plans prepared January - March. Ratified locally and shared with Children’s Trust Board each April</li> <li>• Local targets for early intervention / prevention agreed</li> <li>• Local schools and school governing bodies</li> </ul>

<p><b>Partnership processes and support to clusters</b></p> <ul style="list-style-type: none"> <li>• Clusters develop local financial year business / improvement plans (inclusive of action plans) and determine local monitoring</li> <li>• Local initiatives / projects have clear performance criteria that can determine what difference was made.</li> </ul>	<p><b>Expectations of clusters</b></p> <p>are kept informed of cluster priorities and performance</p> <p><b>Recommended</b></p> <ul style="list-style-type: none"> <li>• Regular opportunities to consider performance are timetabled</li> <li>• Cluster share local plan with governing bodies, local partners and area committees</li> </ul>
<p><b>OBA - toolkits</b></p> <ul style="list-style-type: none"> <li>• OBA approaches promote shared principles providing tools for partnership conversations that enable shared understanding and a shared commitment to improvement.</li> </ul>	<p><b>Recommended</b></p> <ul style="list-style-type: none"> <li>• Partnership activity is based on OBA principles and utilises toolkits</li> </ul>
<p><b>Children’s Trust Accountability</b></p> <p>Quarterly as part of the targeted service arrangements (including TSL service level agreements) consider performance information and report on:</p> <ul style="list-style-type: none"> <li>• Local progress against obsessions</li> <li>• Impact of targeted work (support and guidance work and families first work) and local demand for social care services</li> <li>• Overview of cluster progress</li> </ul> <p>Formal 6 month light touch cluster reports based on:</p> <ul style="list-style-type: none"> <li>• Quarterly Targeted Services report</li> <li>• Conclusion of last quality of engagement, leadership and governance self-assessment</li> <li>• Progress against business plan priorities not covered elsewhere based on what have we done, how well did we do it, was anyone better off.</li> <li>• Value for money statement</li> <li>• Highlights of lessons learnt, good practice and help needed.</li> </ul>	<p><b>Required</b></p> <ul style="list-style-type: none"> <li>• Quarterly Targeted Services Update report</li> <li>• 6 month cluster reports to required format <ul style="list-style-type: none"> <li>• End of academic year financial year submitted November for December CTB.</li> <li>• 6 month report submitted may for June CTB</li> </ul> </li> </ul> <p><b>Recommended</b></p> <ul style="list-style-type: none"> <li>• Clusters use process for their own self-evaluation including the involvement of local partners and the setting of improvement actions.</li> </ul>

<b>Partnership processes and support to clusters</b>	<b>Expectations of clusters</b>
Information will also be used as appropriate in reports to schools forum and scrutiny panel	

To support the above, the following activity is planned:

- Greater engagement of clusters in the on-going development of the processes and products outlined above. This will include opportunities for regular feedback.
- More structured and programmed support for using the materials and processes outlined above.
- Exploration of software that would facilitate the above including the development of a partnership 'extranet' to aid communication and dissemination of material.

## **Appendix 1b**

### **Best practice guidelines for implementing the governance framework**

Clusters should aim to ensure that their working arrangements reflect the following:

- A collaborative accountability structure agreed by schools, children's centres and partners where decisions are jointly made and where plans and actions are regularly discussed, agreed and progress monitored against desired and well defined outcomes.
- A collaborative approach to business planning which involves self-assessment in terms of whether desired outcomes are being achieved.
- Qualitative and quantitative data is compiled and analysed to enable local priorities to be determined using effective processes – for example Outcomes Based Accountability.
- Accountability for agreed priorities is shared by all partners with clarity on the role of the employing school, the fund holder, the role and responsibility of the chair and vice chair and line manager.
- Information sharing protocols are clear and support targeted and personalised services for children, young people and their families.
- Multi-agency meetings with key partners and local partners as appropriate, to share information and support targeted work.
- Commitment from all partners to attend planned meetings and contribute practically to the progress of the agreed cluster action plan (including task group meetings as appropriate)
- Meetings planned in advance, with at least three full partner meetings throughout the year, agendas sent a week prior to meetings to all partners with the option for partners to add items to the agenda.

## Appendix 1c

### Recommended Cluster Membership

It is intended that clusters and partners work towards having a standing membership for each cluster that includes:

- Representative from each school in the area or agreed local representation via family of schools / joint collaborative committee
- Representation from each children's centre whose reach area includes part of the cluster area or representation on behalf of these children's centres
- At least one school governor to provide strategic governor input; recommended that this is a community or parent governor and not a staff governor
- Health representative e.g. school nurse coordinator – confirm through Leeds Community Healthcare
- Police e.g. Neighbourhood police team inspector – confirmed through West Yorkshire Police
- Voluntary, community and faith sector – confirmed through and accountable to Leeds VOICE
- Local Elected Members – confirmed by the local Area Committee
- Local Authority Partner – senior manager from Children's Services to provide strategic link to Children's Services and other council functions
- Relevant local managers for Leeds City Council children's services – confirmed through Children's Service Leadership Team (e.g. children's social work service area manager/service delivery manager; targeted services area manager; school improvement advisers etc).
- Cluster Partnerships may also wish to include additional partners and to establish a broader network for partners to progress priorities and help improve local communications. This could include key contacts from: local colleges, housing, regeneration, probation, youth offending service, job centres, area management, libraries, and from voluntary, community and faith groups.

## Appendix 1d – Cluster performance information

The following performance and intelligence products are distributed to clusters on a monthly and quarterly basis to enable them to measure impact. All instances of fewer than 5 are suppressed.

Product	Frequency	Content
CYPP indicators dashboard	Monthly	<ul style="list-style-type: none"> <li>• Latest performance at city-level against all CYPP indicators, including comparison to same period in Leeds last year, latest full-year national result and latest full-year result for statistical neighbours.</li> <li>• Latest performance at cluster level for all indicators where datasets are available using this geography. Currently this is: children looked after; children subject to child protection plans; primary attendance; secondary attendance; NEET; Early Years Foundation Stage; Level 4 or above in English and maths at Key Stage 2; five or more A*-C GCSEs including English and maths; Level 3 at 19; obesity levels in Year 6; primary and secondary take-up of free school meals; alcohol-related hospital admissions for under-18s; teenage conceptions and 10-17 year old offenders.</li> <li>• A table and graphs tracking each cluster's performance over time against the obsessions and showing the most recent monthly change as well as the change in each indicator since the beginning of the CYPP in 2011.</li> </ul>
NEET dashboard	Monthly	At cluster level: number and percentage of NEET over rolling 12 month period; latest month's snapshot of young people's destinations; and number and percentage of young people who have been NEET for 3 months or more and for 6 months or more.
Children and young people are safe from harm dashboard	Monthly	<ul style="list-style-type: none"> <li>• Common assessments initiated in the year to date at city and cluster level; number of requests for service made in the year to date at city and cluster level; number of referrals made in the year to date at city and cluster level; snapshot data at city and cluster level of numbers and rates per ten thousand children subject to a child protection plan and children looked after.</li> <li>• This dashboard also enables clusters to track up or down changes since the previous month, compare their position across the distribution of all clusters, track children looked after and child protection plans over a rolling 12 month period, and compare year to date ratios to full-year data for the previous year.</li> </ul>
Children and young people are safe from harm quarterly report	Quarterly	<ul style="list-style-type: none"> <li>• Requests for service at cluster level disaggregated by age and by source agent, as well as the proportion of requests for service that are converted to referrals by source agent and cluster.</li> <li>• Children who have had a repeat request for service by cluster and age group.</li> <li>• Children's centre registrations by cluster.</li> </ul>

Product	Frequency	Content
		<ul style="list-style-type: none"> <li>• Referrals at cluster level disaggregated by age, source agent, and primary referral reason.</li> <li>• Common assessments at cluster level disaggregated by age and by source agent.</li> <li>• Children subject to child protection plans at cluster level disaggregated by age.</li> <li>• Children looked after at cluster level disaggregated by age.</li> </ul>
Common assessment package of information at cluster level for all clusters	Quarterly	<ul style="list-style-type: none"> <li>• Number of common internal records or equivalent assessment for Guidance and Support meetings initiated</li> <li>• Current status of common assessments for children in the cluster</li> <li>• Common assessments known to be escalations and de-escalations to and from children's social work services</li> <li>• Common assessments initiated by agency in the cluster and the number of CAF trained practitioners in each agency</li> <li>• Open common assessments on children living in the cluster by age range</li> <li>• Recommendations for CAF/follow-up from children's social work services</li> </ul> <p>This data is currently produced and distributed by the Integrated Processes team. Colleagues from this team and the Children's Performance Service are working on making this a streamlined offer to clusters.</p>

A monthly dashboard showing attendance trends at a cluster level is currently planned for the second half of the autumn term of 2013/14. Work will take place in the first half of this term to increase the coverage of school attendance data available to the local authority to enable this to be a meaningful tool; particularly coverage of secondary attendance data.