

From: Roger Gough, Cabinet Member for Children, Young People and Education

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To: Children's, Young People and Education Cabinet Committee – 25 September 2018

Subject: Review of district governance structures for 0–19 (and up to 25) non-statutory Children's Services

Classification: Unrestricted

Past Pathway of Paper: None

Future Pathway of Paper: N/A

Electoral Division: All

Summary:

In May 2018, Children, Young People and Education (CYPE) Cabinet Committee supported the recommendation set out in a report entitled 'The Role of the Youth Advisory Group and other district governance structures' in place for 0-19 (and up to 25) services.

The recommendation was for officers to undertake a review into the governance structures and remit of Local Children's Partnership Groups (LCPGs), Youth Advisory Groups (YAGs) and District Advisory Boards (DABs).

It was agreed that this review would explore all current structures and areas of duplication, including where agendas have crossover, and to develop a range of options with the aim of producing a proposal to improve effectiveness of service delivery and governance across all 0-19 (and up to 25) years non-statutory Children's Services.

This report presents the findings of the review and provides a range of options where greater co-ordination and aligned governance has been identified.

Recommendation(s):

The Children, Young People and Education Cabinet Committee is asked to consider the findings of the review and the recommendation to establish a 0-25 Partnership Group (as set out in Option 1). This brings together the strengths identified in the review and addresses the areas requiring improvement.

1. Introduction

- 1.1. As outlined in the CYPE Cabinet Committee discussion in May 2018, there are currently three very distinct and separate strategic governance structures in place to support key related elements of the non-statutory Children's Services offer.

- 1.2. District Advisory Boards (DABs) are in place in every district to support the partnership working and local delivery of children's centres (0-8 years). Youth Advisory Groups (YAGs) are in place in every district to support the partnership working and local delivery of youth provision (8-19 years) and Local Children's Partnership Groups (LCPGs) are in place in every district to support the partnership working and local delivery across a range of partnership priorities (0-19 years).
- 1.3. There are similarities in the organisations and individuals attending the three groups and meetings frequently duplicate areas for discussion. Various group members also described an apparent a lack of co-ordination or joint work across the three groups where the potential for shared outcomes are not clearly defined or understood.
- 1.4. The review explored the current structures and arrangements provided by these three groups which when joined together have significant oversight and influence in the delivery of a range of non-statutory multi-agency service provision across the 0-19 (up to 25) year age ranges.
- 1.5. The report gives consideration to the areas of commonality, governance, strengths and areas for development and improvement.

2. Methodology

- 2.1. The review was informed by a field work study of the existing arrangements for each of the three groups, as shown in Appendix A. Meetings and discussions have taken place with internal staff and partners, including chairs from each of the groups, who were asked to consider the following:
 - Areas of commonality in purpose:
 - Areas of crossover between the groups they attend
 - Strengths: what works well for the group(s)
 - Development: what needs to improve
 - Governance: who does the group report to, how and how often
 - Data: what data sources are used, how useful are they and what else is needed
- 2.2. District attendance lists have also been collated and compared to establish where internal staff and partners are attending cross the range of meetings.
- 2.3. Existing performance and data sets have been reviewed to determine the best way to support the identification and setting of district priorities and how this can be used to inform a wider understanding and review of performance.

3. Key Findings

- 3.1. A review of the current arrangements in the 12 districts identified areas of commonality of purpose, significant overlap of resource allocation and duplication of priorities. Staff and partners have reported that no one district is getting each of the meetings right and not all of the DABs, YAGs or LCPGs operate in a consistent way. As a result, there is no pattern to effectiveness but

some are clearly more effective than others.

- 3.2. Staff and partners also reported that the different data sets are not always helpful or clear to understand and the difficulty in obtaining up-to-date data, especially in respect of the LCPG data set, impeded the group's ability to measure and monitor performance.
- 3.3. All three groups are multi-agency forums, operating at a district level, with a variety of partners and stakeholders. However, the frequency of attendance for both staff and partners vary, with differing levels of accountability and responsibility across districts.
- 3.4. The co-ordination and support across each of the three groups was found to be heavily reliant on individuals from KCC Early Help and Preventative Services, particularly District Managers.
- 3.5. Some chairs from the individual groups do meet, but currently there is no cross-group chairs meeting and governance structures are different for each group.
- 3.6. LCPGs have a reporting line to 0-25 Health and Wellbeing Board, although they do not align themselves with the priorities of the Health and Wellbeing Board agenda and are not regularly held to account. Each of the 12 YAGs are Member led and it is intended that each of the 12 DABs should have an independent chair, however neither the YAGs nor the DABs are set within a clear governance framework.
- 3.7. All three groups consider the whole district offer in relation to the single agenda and all groups focus on data and have action plans in place.
- 3.8. The range of multi-agency partners engaging in the groups is a strength, helping to facilitate and support local engagement, collaborative working, capturing the voice of partners, providing a forum for networking and sharing local knowledge and intelligence.
- 3.9. The multi-agency partnerships also play an important role in monitoring and reviewing performance and progress against priorities but as a result this has often meant that priorities are not clearly linked to other strategic priorities.
- 3.10. The involvement and voice of young people and families is positive although inconsistent and may not be representative of the wide range of service users.
- 3.11. The review highlighted the following areas for development and suggested improvements:

- a) Governance – These strategic partnership groups do not have a clear governance structure, each has its own Terms of Reference and

consider both strategic and operational matters. DABs and YAGs have an age specific focus, while LCPGs cover the whole 0-19 (up to 25) age range. This has resulted in many areas of duplication and confusion. Improvements in alignment of approaches and greater clarification on the remit of the groups would help to ensure a single focus on the whole 0-25 spectrum of need.

Links with other local forums and strategic groups is underdeveloped and inconsistent. For example, LCPGs are aligned to the 0-25 Health and Wellbeing Board but chairs are not represented on the Board and LCPGs do not demonstrate any specific focus on the priorities of the Health and Wellbeing Board agenda. In spite of the emerging concerns around youth violence any links with local Community Safety Partnerships are informal and varied and there are no formal links to Kent's Safeguarding Children's Board.

- b) Performance – data sets are inconsistent, and data is reported as not being up-to-date or at a local enough level for the LCPG to have meaningful impact. To fully understand the inter-relationship across the children's service agenda, one annual framework which aligns data, intelligence and action planning would provide clear performance and insight reporting.

Annual conversations do not consistently use the same baseline data and information. Partners felt that improved analysis and intelligence gathering should be used to inform the setting and monitoring of priorities. This results in varied and sometimes conflicting district priorities and limited ability to evidence the differences that are being made.

Introducing one framework, with a yearly cycle, which provides districts with the right data and insight to interpret and understand the current position and trends, could help to ensure the effective setting of priorities each year.

Having a clearer focus on fewer priorities may assist in more targeted work with themed priorities based on underlying causes. Progress against which could be monitored and informed by multi-agency intelligence to evidence outcomes.

- c) Attendance – all agencies felt that the continued duplication of staff resources is unsustainable, especially in cases where members of staff currently attend all three meetings. Clarity on the role, purpose and desired outcome of the groups would help to ensure better partnership working, ownership of outcomes, commitment and continuity of membership.

While some representatives are highly engaged and commit significant amounts of their time to the group, others do not consistently attend or are not clear on how the priorities of the group are aligned to those within their own agency.

4. Options

- 1.1. The findings of the review highlighted that, priorities, oversight, challenge and governance are inconsistent and, across each of the groups and in each district, it is unclear whether the purpose and role of the meeting is to be a strategic guide or an operational driver.
- 1.2. The following options have been developed, for consideration:
- 1.3. Option 1: 0-25 Partnership Advisory Group

A unified strategic advisory group, focused across the 0-19 (up to 25) years non-statutory Children's Services agenda in each District.

This multi-agency group would report to the 0-25 Health and Wellbeing Board, as shown in Appendix B, through a revised Terms of Reference. Members would have a clear set of priorities, expectations and commitment to take ownership, be held to account and influence local priorities and planning at a local level.

To ensure a more effective and efficient way of working, links to Community Safety Partnership, Kent Safeguarding Children's Board and the local 0-25 Health and Wellbeing Board need to be agreed with partners.

All insight reporting would be aligned into one annual framework, to determine county and local priorities, as shown in Appendix C.

Benefits

- The single unified meeting would be Member led, to ensure strategic and clear governance arrangements and lines of accountability
- The amalgamation of groups would provide clarity for multi-agency partners on their roles and responsibilities, with a reasonable level of local steer and decision making
- A new framework would be introduced, to support effective planning and priority setting and assist in evidencing the role of multi-agency interventions in achieving the greatest impact
- This option would remove duplication or overlap

Challenges

- The LCPGs, YAGs and DABs would discontinue in their current form
- This option relies on three currently separate agendas being rationalised into one manageable meeting

- The Group would need to ensure meaningful participation of service users

1.4. Option 2: Combine the YAGs and DABs and continue the LCPG

To align the current structures and agendas of the 0-19 (and up to 25) years non-statutory Children's Services by combining the YAGs and DABs into one advisory group in each District, reporting to the LCPG, as shown in Appendix D.

The LCPG would continue to be focused on understanding local services, needs and priorities and gaps in provision. The LCPG would continue to report to the 0-25 Health and Wellbeing Board. However, the current Terms of Reference would need to be reviewed, to provide a consistent approach, a consistent use of data and agreement of priorities and reporting.

All insight reporting would need to be aligned into one annual framework to determine county and local priorities and there would need to be clarity on the roles and responsibilities for each group to ensure effective planning and setting of priorities.

The LCPGs could take the lead strategic role allowing the advisory group to have a more operational focus.

Benefits

- This would align local governance to support the 0-19 (up to 25) age range
- Governance across YAGs and DABs would become clearer
- This would build on existing core groups, limiting the change required to implement
- Meaningful participation of service users would be formalised

Challenges

- Clear governance and lines of accountability would need to be agreed by all parties
- There is a risk that, by not fully amalgamating all three groups, this option could lead to a lack of clarity and expectation of partners, to ensure effective commitment and accountability
- Work would be required to implement a consistent framework for planning and priority setting, whilst preventing the use of various datasets
- The potential for duplication and overlap remains
- Consideration would need to be taken regarding the organisational and individual capacity to effectively facilitate this structure locally
- The group would need to ensure meaningful participation of service users and partners

Option 3: Do nothing

To continue with the current structure and governance arrangements.

This would support the continued multi-agency partner engagement, with mixed focus on strategic and operational levels. However, this would not address the areas for development and improvement required to meet the needs of the 0-19 (up to 25) years non-statutory Children's Services.

Benefits

- This would require no change for organisations and partners involved and engaged in the current governance forums.

Challenges

- This does not address any of the areas for development and improvement highlighted in the review
- There is likely to still be inconsistencies in terms of role, purpose and priorities
- There will continue to be crossover regarding priorities, purpose and agendas

Conclusion

- 1.1. In exploring the current governance structures and remits of the three groups, the review has highlighted key areas for development and options to improve the effectiveness of service delivery and governance across all 0-19 (up to 25) years non-statutory Children's Services.
- 1.2. Strong multi-agency partnership working is essential to have the most impact in supporting families to achieve the best outcomes across Kent. However, it is important that any new arrangements provide clarity and consistency and remove crossover of priorities, oversight, challenge and governance.
- 1.3. Following the recommendation from CYPE Cabinet Committee, Officers and Members will engage with the current governance groups in the planning and implementation of any agreed changes, to ensure that local transitions are managed well and for these groups to be given an opportunity to further develop and shape the new arrangements, recognising the importance of their local insight.

Recommendation(s):

The Children, Young People and Education Cabinet Committee is asked to consider the findings of the review and support the recommendation to establish a 0-25 Partnership Group (as set out in Option 1). This brings together the strengths identified in the review and addresses the areas requiring improvement.

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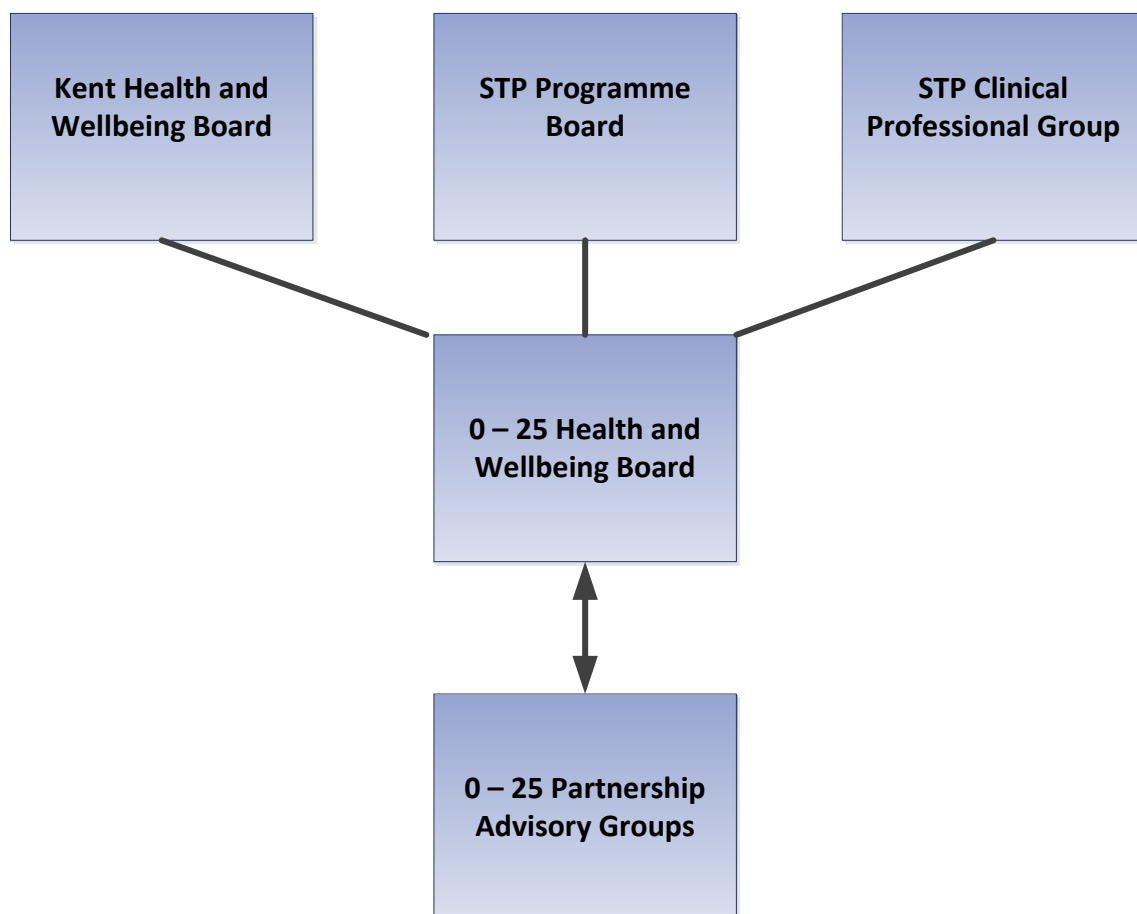
Appendix A: Summary of Field Work Results

	LCPGs	YAGs	DABs
Areas of commonality	<ul style="list-style-type: none"> • Strategic governance structures unclear and lack of accountability from partner organisations to deliver agreed actions • Lack of join up with wider strategic forums • Crossover of targets, priorities and resulting discussions • Element of LCPG dashboard are reflected in DAB/YAG targets • Some cross representation but variance in attendance and participation and insufficient strategic alignment • Duplicated discussions at meetings due to different membership • All rely on KCC EHPS to co-ordinate and take action • YAG and DAB have significantly more similarities as focused on stakeholder engagement • Lack of focus on 5 – 10-year olds who fall outside of the YAG and DAB remit • Lack of clarity as to whether a strategic or operational forum 		
Strengths - what is working well	<ul style="list-style-type: none"> • Wide range of partners • Single strategic multi-agency group covering 0 – 25 years • Co-ordination by EHPS with some sub groups • Decision making, and monitoring of Early Help grants • Some involvement of voluntary sector • Partners value networking to hear other perspectives 	<ul style="list-style-type: none"> • Key operational leaders and practitioners attend and align approaches • Some groups well attended • Local action plans agreed collaboratively based on needs • Opportunity for young people to express views and influence decision makers • Good forum for information sharing on youth offer and networking for all youth providers 	<ul style="list-style-type: none"> • Key operational leaders and practitioners attend and align approaches • Some groups well attended with a range of partners • Well established and functioning annual conversation review process • Annual review of data • Partners reviewing progress against action plans and service delivery • Good forum for information sharing and networking for all local early year's services
Development - what needs to improve	<ul style="list-style-type: none"> • Clarity on interface and links with other groups – where working to achieve outcomes and reporting structures/expectations/mechanisms between three groups and HWBB • Better representation, attendance and participation of partners with 	<ul style="list-style-type: none"> • Greater links with other groups • Clarification on nature of group i.e. operational or strategic • Can be information sharing and networking rather than strategic governance and joint planning and working 	<ul style="list-style-type: none"> • No clear multi-agency governance process if areas need to be escalated • Clarification of nature of groups i.e. operational or strategic as this changes scope of group • Capacity of partners with some

	LCPGs	YAGs	DABs
	<p>the right people attending including schools. Where schools attend it is more meaningful</p> <ul style="list-style-type: none"> Strengthen the 0 – 25 preventative work, early years and health as currently mainly school age focus Increased involvement of voluntary organisations Better use of resources attached to operation of meetings Meetings can be more constructive and efficient Strategic feedback should be shared from all partners to allow better joined up working 	<ul style="list-style-type: none"> Attendance and active participation need to improve Accountability of partners and lack of commitment from some attendees to contribute to action plans Capturing service user voice Operational sub groups in place in one district There should be less pressure to involve young people as there are better forums available to have interface with young people 	<p>attending several meetings</p> <ul style="list-style-type: none"> Would benefit from developing a more strategic early years group Inconsistent local community partnerships Needs more scrutiny and challenge to hold agencies to account Need active participation from agencies to give progress updates
Governance	<ul style="list-style-type: none"> Clearer governance to link to HWBB with 'golden thread' co-ordinating work and responsibilities Needs official buy in and accountability around delivery Some chairs meeting regularly and feed into local Health and Wellbeing groups. Meets bi-monthly 	<ul style="list-style-type: none"> Unclear governance Need to ensure LCPG is informed of priorities Chairs meet regularly with EHPS County interface with YAG is limited Quarterly meetings 	<ul style="list-style-type: none"> Unclear governance – focus appears to be SureStart rather than strategic needs 0 – 8 yrs No longer regular reporting process EHPS overseeing review DAB chairs report to twice yearly meetings Quarterly meetings
Data	<ul style="list-style-type: none"> Dashboard/scorecard in place but not effective as information difficult to understand, not up-to-date and inaccurate Improved and more meaningful data set is needed to determine progress Local action plans in place 	<ul style="list-style-type: none"> Data packs in place Annual youth action plan monitors progress against agreed priorities Better links to outcomes Lack of insight into district issues 	<ul style="list-style-type: none"> Data pack in place Annual measures are useful to show progress being made and direction of travel Better links to outcomes Sharing of health and other agency data would be useful

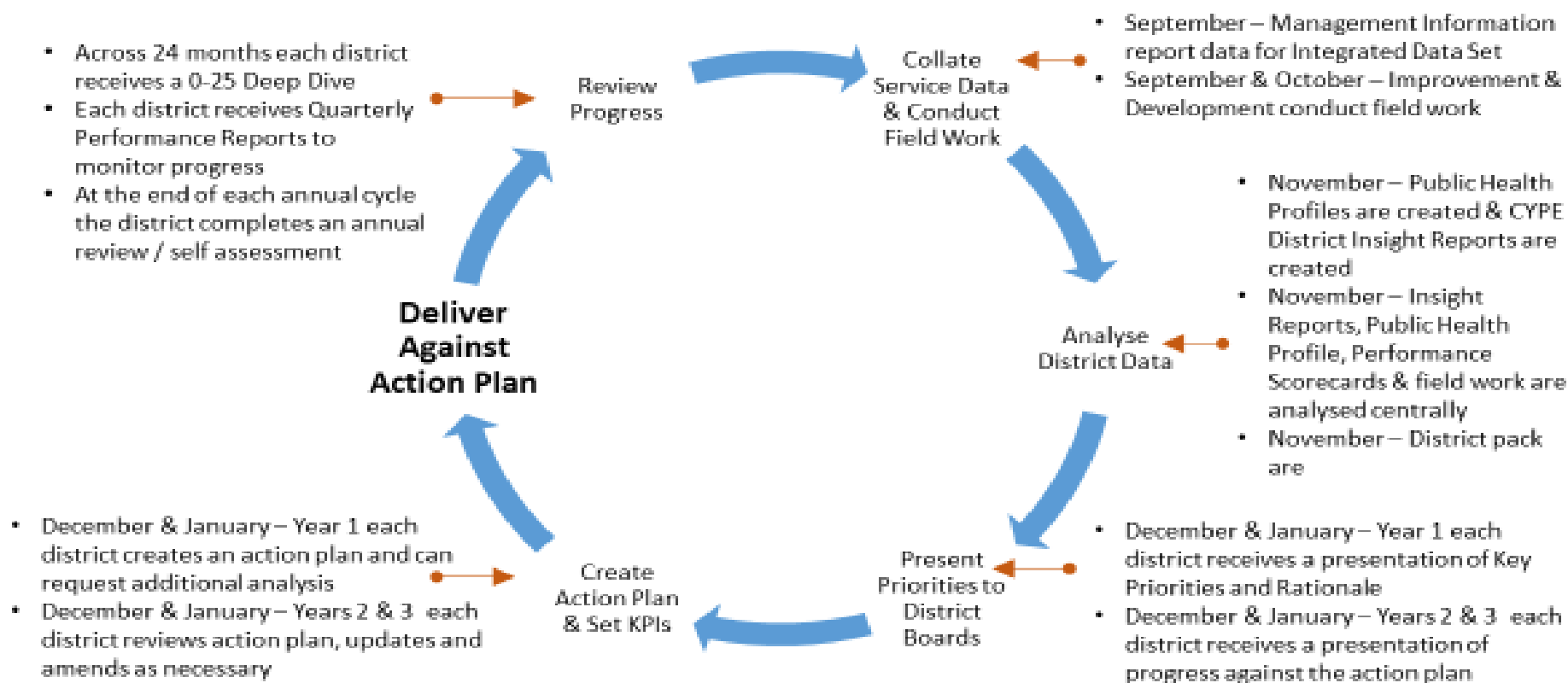
Appendix B: Governance Structure for Option 1

Proposed Governance Structure



Appendix C: Insight Reporting/Performance Framework

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Appendix D: Governance Structure for Option 2

Proposed Governance Structure

