

From: Roger Gough, Cabinet Member for Children, Young People and Education
Matt Dunkley, CBE, Corporate Director of Children, Young People and Education

To: Children's, Young People and Education Cabinet Committee – 11th January 2019

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

Classification: Unrestricted

Key Decision: Yes

Decision No: 19/00007

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 agreed 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).

This review explored all current structures and areas of duplication, including where agendas, staff and partners have crossover. Findings from the review have helped 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.

In September 2018, CYPE Cabinet Committee discussed the findings of the review and proposed options where opportunities co-ordination and aligned governance had been identified. It was agreed that the Cabinet Member and officers should continue exploring the identified opportunities and hold robust discussions with the Chairs of the existing groups, to return to Cabinet Committee in January 2019, with a final set of proposals.

This report sets out the revised proposals, based on the feedback from Chairs and partners of the existing groups, for CYPE Cabinet Committee to consider.

Recommendation(s):

The Children's, Young People and Education Cabinet Committee is asked to consider and endorse or make recommendations to the Cabinet Member for Children, Young People and Education on the proposed decision to:

- a) AGREE the proposed district-based governance structure for 0-19 (and up to 25) years non-statutory children's services.

1. Introduction

- 1.1. As outlined in the CYPE Cabinet Committee discussions in May and September 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 lack of co-ordination or joint work across the three groups where the potential for shared outcomes is 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. The review was informed by a field work study of the existing arrangements for each of the three groups, as shown in Appendix B.
- 1.5. The review highlighted areas for development across the following themes:

- a. Governance, where it found that, whilst each group had terms of reference, there was a mixed purpose of both strategic and operational discussions. There was evidence of duplications of discussions, priorities and membership.

It was suggested that improvements in alignment of approaches and a clear reporting line to a countywide strategic Board, such as the 0-25 Health and Wellbeing Board would bring significant clarity to the remit of the groups and would help to ensure a single focus across the whole 0-25 spectrum of need.

- b. Performance, under the arrangements of the 'children and young people's plan developed in 2015, the inconsistency of relevant and accurate local data was causing difficulties, thereby limiting the ability of the groups to have a meaningful impact and leading to conflicting district priorities and limited ability to evidence the differences that the partnership was able to make.

The review findings presented two key opportunities to address this. Firstly aligning to the three key priorities of the 0-25 Health and Wellbeing Board namely, emotional health and wellbeing, childhood obesity and adverse childhood experiences would provide a clear rationale for baseline priorities and secondly introducing a core district data set would help provide districts with the right data and insight to interpret and understand the current position and trends and could help to ensure the effective setting of three additional priorities each year. Having a clearer focus on fewer priorities may assist in more targeted work with themed priorities.

- c. Attendance, where the feedback from all agencies highlighted that the continued duplication of staff resources is unsustainable, especially in cases where partners or internal members of staff currently attend all three meetings. There was evidence of some agencies being more committed and engaged than others, which also varied across the county.

It was suggested that having clarity on the role, purpose, priorities and desired outcome of the groups would help to ensure relevant attendance, better partnership working, ownership of outcomes, commitment and continuity of membership.

- 1.6. The options previously presented to CYPE Cabinet Committee considered the strengths and disbenefits of: having one 0-25 Partnership Advisory Group; combining the DABs and YAGs into one 0-25 Advisory Group to report into the LCPGs as the local strategic body; or to continue with the current governance structures.
- 1.7. Members of CYPE Cabinet Committee expressed agreement with the intentions to ensure that these governance structures continue to be fit for purpose by becoming better integrated, resulting in an 'in principle' agreement to move towards one 0-19 (and up to 25) local board.
- 1.8. Some of the key areas that Members raised, which formed the basis of the discussions with Chairs of the existing groups, were as follows:
 - Getting the balance right between having a consistent approach across the county and retaining the important individualities of local areas
 - Maintaining the voice of child, young person and parent
 - Giving clarity to the role of the Board, in terms of its operational functions (including performance data) and its strategic oversight
 - Setting and publication of meeting dates, agendas and proposed outcomes from the meetings
 - LCPG need to demonstrate service development and shaping to engage partners from across the spectrum

2. Feedback from Chairs of YAGs, DABs and LCPGs

- 2.1. Early engagement with the Chairs of the YAGs, DABs and LCPGs took place between February and June 2018, to feed into the review of current arrangements and inform the first set of draft proposals, presented to CYPE Cabinet Committee in September 2018. Following the feedback from CYPE Cabinet Committee, the Cabinet Member and lead officer met with the Chairs of the YAGs (28th September 2018), DABs (11th October 2018) and LCPGs (9th October 2018).
- 2.2. The feedback from the Chairs identified the inconsistencies across the county, particularly in terms of establishing whether the groups in their current form are a strategic or operational body, as well as recognising the duplication of effort across the agendas and within the membership of the meetings and the important role of robust data reporting.
- 2.3. All Chairs recognised the significant role that the Early Help and Preventative Services (EHPS) District Managers and Children's Centre and Youth Hub Delivery Managers play in supporting and coordinating the meetings, with the District Managers being particularly key across all three groups.
- 2.4. There was an overall sense from the Chairs and partners in all three meetings, that there are opportunities to realign the focus of the district governance forums and the following areas were raised as good practice and crucial to getting this right:
 - i. The Chair should be well supported to understand the role and remit of the group and how it fits into wider governance structures and the expectations for the role of the Chair

- ii. The Voice of the Child (VoC) and Voice of the Parent (VoP) are important and need to be maintained as meaningful engagement
 - iii. The Annual Conversations (as seen with the YAGs and DABs) are very helpful in developing local action plans with good partner engagement
 - iv. Having the right partners in the room has a significant impact on the quality of the conversations and outcomes
 - v. Improved partnership engagement would benefit from having a clear understanding of the priorities (both countywide and local) and purpose of the group and how it achieves it's objectives to contribute to the priorities (e.g. resources to commission).
 - vi. The quality of data should inform local priorities and be used to monitor the progress of outcomes. It was recognised that the Children and Young People Plan (CYP Plan) that was developed in 2016 to act as a framework for the LCPGs was primarily built around outcomes linked to specific data reporting, some of which are only report annually, e.g. child weight is reported on a yearly basis, therefore making it difficult to evidence the impact of local efforts to address these issues.
- 2.5. The lead officer also met with and received written feedback from Liberal Democrat and Labour Members of CYPE Cabinet Committee, to ensure that their views were incorporated into the considerations to shape the proposals. The feedback largely echoed the views expressed by Chairs of the group.

3. Proposed District Governance Structure

- 1.1. Local Children's Partnership Groups (LCPGs): Building on the strengths of the partnership arrangements within the LCPGs and their overarching governance through the 0-25 Health and Wellbeing Board, it is proposed that these meetings are developed as the key strategic District Governance Board, with the following principles and features:
- The group will report to the 0-25 Health and Wellbeing Board (HWB), allowing them to be strategically aligned to the 3 priorities of the Board (Emotional Wellbeing and Mental Health; Childhood Obesity; and Adverse Childhood Experiences).
 - The Early Help Grants will continue. The Chair and a panel of representatives from the group, as well as KCC Commissioning, will decide how this grant is spent. This must be used on a local priority (i.e. not prescriptive to the priorities of the 0-25 Health and Wellbeing Board).
 - It is proposed that meetings occur 3 times a year (once every old school term), and that membership should consist of a KCC Councillor (as chair), EHPS District Manager (as vice-chair), senior officers representing relevant children's services (building on the existing LCPG attendance to include KCC and partnership agencies e.g. schools, fire, health and police) and representatives of the District/Borough/City Councils.
 - All Local County Council Members will be invited and receive minutes as is currently the case with the YAGs.
 - The District Partnership Managers will, adopt the key co-ordinating role and provide support for the meetings.
 - Children's Centre and Youth Hub Delivery Managers can be invited to attend the LCPGs, once or twice a year, to provide feedback from the Children's/Young People Partnership Conversations (see 3.2 and 3.3 below).
 - An induction pack including engagement with service users will be developed for all chairs and a County-wide Annual Chairs meeting will be arranged, to share good practice and inform action planning for the following year. This will be attended and chaired by the

Cabinet Member and Service Director(s). The feedback from this meeting will be fed-back to the 0-25 Health and Wellbeing Board.

- The development of a module to form part of the 'new members' induction training.

1.2. District Advisory Board (DABs): The DABs will discontinue in their current form and be replaced with a tri-annual Children's Centre Partnership Conversation which will occur a few weeks prior to the LCPG meeting to enable feedback and reporting from the DAB to the LCPG. The features of this are as follows:

- These conversations will review the scope of local provision for 0-7-year-olds.
- The meetings will be chaired by the KCC District Children's Centre Delivery Manager.
- The Chair and members of the revised LCPGs (including local County Council Members) will be invited to contribute and help inform local priorities and action planning.
- Attendees of the meetings will cover the range of partnership agencies relevant to the scope of 0-7 provision and support, including partners, local community groups and commissioned services.
- The participation of parents will be arranged via the Children's Centre Delivery Manager, to capture the voice of the parents.
- The outcomes and target setting of this conversation will be reported back to the LCPG on an annual basis

1.3. Youth Advisory Groups (YAGs): The YAGs will discontinue in their current form and be replaced with a tri-annual Young People's Partnership Conversation which will occur a few weeks prior to the LCPG meeting to enable feedback and reporting from the YAG to the LCPG. The features of this are as follows:

- These conversations will have the scope of local provision for 8+ year-olds.
- The meetings will be chaired by the KCC District Youth Hub Delivery Manager.
- The Chair and members of the revised LCPGs (including local County Council Members) will be invited to contribute to the development of local priorities and action planning.
- Attendees of the meetings will cover the range of partnership agencies relevant to the scope of 8+ provision and support, including community groups and commissioned services.
- The Kent Youth Council will be asked to send representation to each meeting. The participation of additional young people in a pre-meet with the Youth Council representative will be arranged via the Youth Hub Delivery Manager, to capture the voice of the child.
- The outcomes and target setting of this conversation will be reported back to the LCPG on an annual basis.

1.4. In addition to this, each district will hold an annual event that brings together the new look YAG, DAB and LCPG for half day event to ensure the strategic overview is shared. These could be timetabled to link with the member district briefings to minimise impact on diaries and maximise participation from members.

1.5. Appendix C shows the reporting lines for the proposed governance structure.

4. Implementation

Activities

1.1. To implement this revised district governance model for 0-19 (and up to 25) non-statutory children's services and particularly to support the chairs in fulfilling their role, the following

actions will be taken forward:

- i. EHPS District Managers currently chair the LCPG in 4 out of 12 districts. It is proposed that the chairing arrangements should transition to KCC Members with effect from 1st April 2019. Where there are currently independent chairs in place, it is proposed that an interim arrangement should be observed to transition the role of the chair.
- ii. A full induction pack and workshop for Chairs and delegated County Councillors will be put in place, including a run-through of local provision, data reports and expectations of the role as chair, as well as providing an early opportunity for networking between Chairs and an introduction to the KCC officers from EHPS. This will include a centralised co-ordinated launch to introduce Members to their relationship with these meetings, proposed agendas and outcomes as well as a forward plan of meeting dates.
- iii. The data reporting will be developed through the use of Power BI, to ensure that the information is relevant and digestible to drive local activity through the meetings. This will include multi-agency data, provided via KCC's Business Development and Support (SBDI) Team, to ensure that it is reflective of the 0-25 HWB priorities. This work is being taken forward by the Children's Services Assurance Board, with close alignment to the developments of a CYPE Cabinet Committee Scorecard.
- iv. The feedback from Chairs and CYPE Cabinet Committee, regarding the importance of meaningful engagement from young people is reflective of the [Department for Education Statutory Guidance for Local Authorities on Service and Activities to Improve Young People's Wellbeing \(2012\)](#), whereby it states that: *Local authorities must take steps to ascertain the views of young people and to take them into account in making decisions about services and activities for them, in line with Article 12 of the United Nations Convention on the Rights of the Child (UNCRC). They should establish and maintain structured arrangements for doing so. To inform continuous improvement, these arrangements should enable young people to inspect and report at least annually on the quality and accessibility of provision. As appropriate they should also be involved actively in service design, delivery and governance.*

In support of this, a training session for Chairs and delegated County Councillors on Youth Engagement will be arranged, via KCC's Youth Participation Team. This will enable chairs to maximise the opportunities to capture the VoC. Appendix D provides an outline proposal for this training.

Recommendation(s): The Children's, Young People and Education Cabinet Committee is asked to consider and endorse or make recommendations to the Cabinet Member for Children, Young People and Education on the proposed decision to:

- a) AGREE the proposed district-based governance structure for 0-19 (and up to 25) years non-statutory children's services.

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