

Review of the Children and Young People's Trust

1 Purpose, audience and schedule of the review

- 1.1 This report has been produced to inform the Trust Board about options for future partnership working to improve outcomes for children and young people.
- 1.2 The Trust Board meets on the 16th of June 2011. Beyond this point no further arrangements for the Children's Trust in Solihull have been made.

2 National and regional changes

- 2.1 As of 31 October 2010 the Government withdrew statutory children's trust guidance and revoked Children and young people's plan regulations. This means Children's Trust Boards will not be required to produce a children and young people's plan.
- 2.2 The Education Bill will (subject to parliamentary approval) remove the duty on schools, non-maintained special schools, academies and FE colleges to cooperate through children's trusts. Schools and colleges will be free to form partnership arrangements in the way that best meets local circumstances.
- 2.3 The Government also plans "to provide even greater freedom and more local flexibility" by removing the requirement for local areas to have a Children's Trust Board and for Job Centre Plus to be a 'relevant partner' under a formal 'duty to cooperate'.
- 2.4 At the same time the Government has reaffirmed its commitment to partnership working and has no plans to remove the 'duty to cooperate' (section 10 of the Children Act 2004) from legislation. Local authorities are expected to continue to lead partnership arrangements that make sense for local people and services.
- 2.5 EMIE has published an analysis of available information on council websites between the 1st of December 2010 and 15th of February 2011 to find out the current status of Children's Trusts in the local authorities. Of 76 Trust Boards reviewed:
 - 61% stated that partnership working as a Children's Trust Board should continue, and that a Children and Young People's Plan would be produced.
 - 25% had published meetings calendars and updates to a Children's Trust website into 2011, but there was no specific mention found of discussions or decisions surrounding the new legislation.
 - 14% had put the decision under review.

- 2.6 Across the West Midlands the majority of children’s trusts are expected to continue, although some are scaling back their structures and plans (see table below). Of the 8 authorities which responded to the regional survey all intend to have some kind of children’s plan, and none as yet are clear what the relationship with the Health and Wellbeing Board will be

1. Is the Children's Trust Board continuing?	3. Is the Trust producing a new Children & Young People's Plan?	4. Has the relationship with the Health & Well-Being Board been established?
Yes: 6 No: 1 (Shropshire) Don't know: 1	Yes: 8	Not yet: 8
8 of the other 13 Local Authorities responding to a regional survey: Dudley, Shropshire, Herefordshire, Worcestershire, Coventry, Stoke, Warwickshire, Birmingham		

3 Partnership working for children and young people in Solihull

3.1 The Children’s Trust

3.1.1 Solihull was one of 35 Authorities chosen in 2003 to be a Children’s Trust pilot. Each ‘Trust’ was different, designed around local circumstance. Solihull was awarded a grant of £220,000 to support the development of the Trust. After a period of consultation and shadow status the Solihull Trust Board was formalised in November 2004.

3.1.2 From the outset the goal of the Solihull Children’s Trust was to “achieve integrated and co-ordinated services to children, young people and their families, which

- are outcomes oriented, resulting in measurable improvements for children, young people and families.
- ensure effective needs assessment, commissioning and monitoring and evaluation. pooling budgets where needed.
- drive the move to integrated service planning and provision, effective information sharing and common assessment.
- develop a workforce fit to deliver the cultural change needed.”

(draft CYPP, 2006)

3.2 The current roles and responsibilities of the Children and Young People’s Trust are set out in the terms of reference, namely to:

3.2.1 Develop and actively champion a local vision and shared priorities to improve outcomes for Solihull’s children, young people and their families.

3.2.2 Put in place robust arrangements for interagency governance, including a Trust Board, and co-ordinate partnership working for children and young people to ensure effectiveness in improving

outcomes for children and young people.

3.2.3 Develop integrated strategies such as commissioning and workforce strategies; and integrated processes.

3.2.4 Develop and promote better integrated front-line service delivery, organised around the child, young person or their family.

Incarnations of the Children's Trust since 2005

2005/6	<ul style="list-style-type: none"> ○ Children & Young People's Strategic Partnership & Children's Trust Board in place ○ Draft Children and Young People's Plan and Local Preventative Strategy ○ 8 multi-agency work streams / project teams: Integrated Practice and Service Delivery; Strategic Planning and Performance; Cultural Change and Communication; Workforce and HR Strategy; Information Systems; Commissioning and Finance; Governance; Accommodation.
2007 / 8	<ul style="list-style-type: none"> ○ New Children's Trust Board launched and wider Children's Trust Assembly ○ New Children and Young People's Plan and scorecard published. First annual Outcomes Review published. ○ Change for Children Programme introduced. Key projects included Integrated Service Delivery; local governance; performance and quality; children's information systems; workforce development; integrated processes; buildings programme. ○ Trust Commissioning Team and commissioning framework created
2009	<ul style="list-style-type: none"> ○ Integrated Working Programme replaces the Change for Children Programme, overseen by the Integrated Working Programme Board. Projects include Children's Centres; Extended Services; local area leadership; integrated youth support; workforce development; LINCS; ContactPoint; information for children, young people and parents; integrated services for disabled children. ○ 3 Local Area Leadership Teams introduced and 3 Area 'Managers' identified. ○ LINCS launched, replacing the 'Solihull Child and Family Support Model' ○ Workforce Strategy published
2010	<ul style="list-style-type: none"> ○ Trust Board relaunched and extended to include cross party elected members, parents, Solihull Community Housing and Job Centre Plus ○ 5 Outcome Groups established whose chairs made up the new executive function called the Performance & Commissioning Group. ○ New 12 month CYPP published after largest ever Trust consultation process.
2011	<ul style="list-style-type: none"> ○ Trust Board, Performance & Commissioning Group, Outcome Groups and Integrated Working Programme Board put on hold pending decision about future. ○ LINCS hits target of 200 CAFs in the previous year. LINCS support team is integrated within Children's Social Work Services.

3.3 Local Safeguarding Children Board (LSCB)

- 3.3.1 The Solihull LSCB is a mature and robust statutory partnership to co-ordinate local work to safeguard and promote welfare of children, and to ensure the effectiveness of that work.
- 3.3.2 In theory the LSCB has informed the work of the Trust Board on safeguarding and scrutinised how effectively the Trust has responded to this agenda. In practice the LSCB has published recommendations but held individual organisations to account through Section 11 audits and actions plans. The LSCB is seen as the partnership body which both delivers and oversees safeguarding work
- 3.3.3 Recent plans to strengthen the ability of the Trust to drive forward work on safeguarding (and respond to LSCB recommendations) by creating a Stay Safe Outcome Group faltered due to capacity issues and concern about duplication with the LSCB.
- 3.3.4 The LSCB does not need the Trust to deliver its responsibilities on safeguarding. Indeed issues of confusion or duplication have arisen when trying to establish a Trust role in safeguarding.

3.4 Solihull Partnership

- 3.4.1 The Solihull Partnership is slimming down its infrastructure and will be made up of a Governing Board which oversees a programme of work against its priorities. It will no longer act as a 'family of partnerships' but will steer progress against the 11 priorities which include best start in life (strategic lead: Karen Murphy), safe from harm (Vanessa Bishop) and the alignment of 14 – 19 education strategy to future jobs and skills needs (Lynda Hackwell). The Governing Board will use a 'closing the gap' scorecard to monitor progress.
- 3.4.2 The Solihull Partnership Governing Board will no longer require a specific approach from other partnership bodies such as the Children's Trust, rather will support and challenge the individual strategic leads for the priorities, in effect becoming a programme board.
- 3.4.3 The Healthier and Prosperous Communities Boards have been wound up to make way for the creation of the Health and Well-being Board and the Local Enterprise Partnership.

3.5 Health & Wellbeing Board

- 3.5.1 Solihull's Health and Well-Being Board is a new statutory committee of the Local Authority. The overall aim of the Board is to improve the health and wellbeing of the population of Solihull from pre-birth to end of life, reduce inequalities and improve the quality of health and social care services. It will do this by promoting a strategy of prevention, early intervention, re-ablement and rehabilitation; supported wherever possible by community based public health programmes, education, health care and social care.
- 3.5.2 The Board will be responsible for promoting integrated commissioning and partnership working across the NHS, education, social care, and public health in collaboration with other local services. It will play a key role in promoting individual and community engagement in decision making and improving democratic accountability.
- 3.5.3 Although the responsibilities of the Board include children and young people both the Director for People and Director of Public Health have expressed their view that the Board is likely to focus predominantly on adults.
- 3.5.4 There is a national debate about what the relationship between Health and Well-Being Boards and Children's Trusts should be, although as yet no consensus. It is broadly accepted that there is potential for overlap in responsibilities, but that Health and Well-Being Boards will not cover the breadth of the children's agenda covered by Children's Trusts.

3.6 Joint Commissioning Board

- 3.6.1 Solihull Council and the Solihull Primary Care Trust have agreed to create a Joint Commissioning Board which will join up the work of both organisations to commission health and wellbeing services for children and adults. The Joint Commissioning Board will report to the Health and Well-Being Board.

3.7 School collaborations

- 3.7.1 Solihull schools have recently reorganised themselves into 5 'community collaboratives' which feed in to an Accountability Board. This new structure replaces Primary Partnership, although each collaborative also has some secondary school involvement. The creation of the Accountability Board will give schools a powerful way to connect to other decision-making structures, and in time the 'community collaboratives' could include other local organisations.

4 Expectations of Partners in Solihull

4.1 Each partner organisation was asked as part of the review to consider what kind of partnership approach for children and young people they favoured. Initial responses are set out below:

4.2 Solihull Council (Councillor Tildesley, Lesley Heale, Vanessa Bishop, Karen Murphy)

4.2.1 Helpful to retain a strategic partnership body specifically for children and young people's issues, providing:

- There are specific outcomes from the work of this partnership
- Partners commit to this body
- The partnership body is focused, proportionate and avoids duplication with other bodies.

4.2.2 Council priorities for children's services over the next 3 – 5 years are:

- To work collaboratively with schools and other organisations to ensure high quality education and services to effectively meet the needs and aspirations of children, families and the community;
- To enable everyone to take responsibility for keeping children safe from harm in their families, communities and local environment;
- To optimise children's health and well-being, from conception to adulthood, by targeting resources to tackle those factors associated with disadvantage and poorer outcomes;
- To make best use of all resources in the Borough to achieve good outcomes for children, young people and families;
- To empower children, young people, their families and communities to identify their needs and to participate in creating solutions;
- To secure local family based placements as the preferred option for children unable to live with their own family (including unaccompanied minors) and a range of local semi independent accommodation provision for those young people aged 16+.

4.2.3 As part of this the new Lead Member for Children and Young People, Councillor Tildesley, intends to focus on three areas over the next 12 months:

- Closing the gap in attainment for pupils in the north of Solihull;
- Resolving the funding issue with the UK Borders Agency for unaccompanied minors;
- Ensuring support and challenge for families which experience poor life chances generation after generation.

4.3 Solihull PCT (Stephen Munday)

- 4.3.1 Retaining a Children's Trust Board maintains children and young people as a priority, and could influence and inform the Health & Well-Being Strategy and Joint Strategic Needs Assessment (JSNA). The Trust Board enables a broader partnership than those which will be directly involved in the Health and Well-Being Board which helps at the prioritisation stage of the commissioning cycle.
- 4.3.2 Retaining a children specific needs assessment is important; the annual Outcomes Review has informed previous JSNAs.
- 4.3.3 Important not to lose the Trust's engagement mechanisms – for both partners and children and young people or parents.
- 4.3.4 Involvement of the local NHS (ie GPs once the Primary Care Trust is dissolved) is a tricky issue.

4.4 Heart of England Foundation Trust (Rachel McArthur)

- 4.4.1 Specific task & finish groups are valuable, and retaining an ability to unblock where things become stuck. The Assembly is an important way of bringing a wider community together.

4.5 West Midlands Police (Chief Superintendent Sally Bourner)

- 4.5.1 Helpful to have a Trust Board as an 'unblocker', focused on areas which are critical to priorities, setting direction and giving people confidence to deliver change. Opportunities to help people walk in each other's shoes. Police priorities for children's partnership working include:
 - relationship building (trust and confidence);
 - intergenerational work (tolerance and understanding);
 - positive messages about children and young people (developing their voice);
 - young people as victims of crime;
 - prevention and diversionary work, including young offenders and challenging families, and tackling nuisance and anti-social behaviour;
 - safeguarding (including missing children, sexual exploitation, child protection, and domestic abuse); and
 - youth unemployment.

4.6 Primary Partnership (Jenny Godsall)

4.6.1 Schools colleagues feel 'remote' from the CYPTB. They do not really understand its remit/purpose and cannot identify how it impacts on the work they do in school. It is perceived as very bureaucratic and not useful to schools. Colleagues found it difficult to say how the work of some of the other groups might be taken into account as schools are not clear about the work of some of these groups/bodies. Schools wanted to see partnership working that directly impacted on children and their families and that any strategic group should be designed to make this happen.

4.6.2 It was suggested that the Strategic Accountability Board (soon to be part of the Shaping Solihull way of working) might be able to function as a place in which partnership working could be planned. This was based on the Council's vision of schools as the 'universal service' and therefore, best placed to coordinate this work....subject to appropriate levels of financing etc.

4.7 Parents Forum (Hayley Moran, Pat Wright)

4.7.1 Parents want to be represented where the decisions are made or where they have an opportunity to influence. Important to have time to consult other parents on important issues before taking part in meetings where decisions are made – reports need to be available in advance.

4.8 Voluntary & Community Sector (Janet Down, Charles Rapson)

4.8.1 A plan is needed with high level priorities where partners all work together. The plan brings people together on an equal basis, and is empowering to the VCS. Important to keep it simple. The Trust gives the VCS an opportunity to influence and share expertise.

4.8.2 The Board hasn't functioned over the last year– too complex with new groups. Need to make sure existing groups are viable and clarify the reporting arrangements for the groups we really need like AIM or the Disabled Children's Project Board.

4.8.3 Performance reporting is ok, but too many reports. Always a reason or excuse for poor performance – the process can lack honest dialogue.

4.8.4 Need greater clarity about what being involved in the Board means – what level of commitment.

5 Current position of Trust infrastructure

Currently active (black): 22; Dormant / on hold (grey): 12

Group	Role	Current position
1. Trust Assembly	Engage wider children and young people's workforce	Annual Assembly, but not currently planned for 2011
2. Trust Board	Lead Trust, managing delivery of the CYPP	
3. Performance & Commissioning Group	Chairs group to support Trust Board to deliver the CYPP and co-ordinate Trust business	No longer meeting as Outcome Groups have been put on hold
Outcome Groups		
4. Be Healthy Outcome Group	Oversight of children's health work	Active multi-agency group, meeting quarterly
5. Stay Safe Outcome Group	Oversight of 'safe' activity in the CYPP	Never met. Relationship with LSCB unresolved
6. Enjoy & Achieve Outcome Group	Oversight of 'enjoy & achieve' activity in the CYPP	On hold
7. Positive Contribution Outcome Group	Oversight of 'positive contribution' activity in CYPP	On hold
8. Economic Wellbeing Outcome Group	Oversight of 'economic wellbeing' activity in CYPP	Integrated with 'Prosperous' sub group
9. Integrated Working Programme Board	Oversight of Integrated working projects	On hold
Strategy / Delivery Groups		
10. Active Involvement Management Group	Co-ordinate involvement of children and young people in decision-making	Active multi-agency group, developing new action plan with young people
11. Parents Forum	A user-led group, supported by the Council to champion the views of parents on issues of concern	Active group. Formalising structure to give greater independence from the Council
12. Extended Services Board	Oversee growth of extended services in Solihull	On hold, pending schools collaborative structures
13. Children's Centres Commissioning Group	Lead CC commissioning for 2012 -	New group, met for the first time in May 2011
14. Disabled Children's Project Board	Oversee development of integrated disabled children's services	Active multi-agency Group, currently revising strategy
15. Short Breaks review group	Oversees review of short breaks	Multi-agency group, meeting every 2 months. Reports to Disabled Children's Project Board.
16. Short Breaks panel	To manage referrals in to Short Breaks Services	Council and Care Trust Group, meets monthly.
17. 'Early Support' Implementation Group	To lead the further development of Early Support	Currently being renewed, reports to the Disabled Children's Project Board.
18. LINCS Multi-agency Group	Reference group for LINCS	Active multi-agency group, meets quarterly
19. Workforce Strategy Group	Oversee Trust workforce strategy	Extended meeting of IWPB – currently on hold
20. Corporate Parenting Board	Oversee corporate parenting strategy	Reviewing position. Partnership between Council and Care Trust.

21. Play Partnership	Local group developed to create / lead Play Strategy	Not very active group – resources cut.
22. Emotional Wellbeing and Mental Health Strategy Group	Local group developed to create / lead EW&MH Strategy	Active group, finalising draft Strategy for circulation in May. No identified resource to deliver the Strategy
23. Safer Working Practices Group	Joining up work on safe recruitment, vetting & barring and supervision	Active multi-agency group. To be absorbed within LSCB training subgroup.
24. eSafety Strategy Group	Developing the eSafety Strategy	Active multi-agency group
25. Anti-bullying Strategy Group	Oversees the anti-bullying strategy	Active multi-agency group
26. Young People's Substance Misuse Group	Oversees the ypsm strategy	Active multi-agency group
27. Young Carers Strategy Group	Oversees the Young Carers Strategy	Meets twice a year
28. Sexual Health Strategy Group	Oversees the Sexual Health Strategy	Active multi-agency group. Reports to Be Healthy Outcome Group
29. Parenting Strategy Group	Develop and monitor the Parenting Strategy	Active multi-agency group, meets every 2 months
30. Parental Engagement Strategy Group	Delivering and monitoring strategy	Active multi-agency group, meeting every 2 months. Reports to Parenting Strategy Group
31. Parenting Programmes Steering Group	Oversees implementation of parenting programmes	Active multi-agency group, meeting every 2 months. Reports to Parenting Strategy Group
32. Healthy Schools Strategic Partnership	Leading locally determined model of healthy schools programme	Active multi-agency group, meeting every term.
33. Information for Young People Group	Developing and monitoring strategy	Active multi-agency group, meeting every 6 weeks
34. Children's Voluntary Sector Forum	Network to facilitate 2 way communication between the Trust and the children's Voluntary Sector	Limited attendance and loss of chair has meant the group has recently decided to become 'virtual'.

6 Functions of Trust not currently being delivered / at risk:

6.1 Relationship building

- 6.1.1 A key function of the Trust Board and its sub-groups is to build consensus and positive relationships which can help to effect change and maintain trust when there is conflict or disagreement. It allows leaders and managers to be visible to each other.

The Trust Assembly is an annual conference for staff and volunteers in the children and young people's workforce.

Local Government Improvement and Development (formerly I&DeA) identify in their briefing note (Reshaping the Partnership Landscape, April 2011) a variety of practical problems in working in partnership which impact on managing performance, including

- Having to work through trust and influence
- Partners being driven by different imperatives and reporting to different 'parent departments' across Whitehall
- Varying levels of commitment and 'buy-in'
- A reliance on strong local leadership
- Differences in geographical boundaries
- Compatibility of different systems, cultures and languages
- Problems with data sharing

- 6.1.2 Partnerships which do not have formal decision-making powers like the Trust depend on strong relationships but the impact of this can be undervalued. It is often assumed that 'the conversation', or 'the meeting of minds' would have happened anyway.

The Trust Board, sub-groups and Assembly are naturally not the only way that partners build relationships, and the absence of these could be mitigated for, by for example ensuring that other partnership bodies consider children's issues and are inclusive.

6.2 Common plan

- 6.2.1 The Trust Board agreed a 12 month Children and Young People's Plan 2010-11 (July to July). This Plan identified 8 priority areas for action:

- Safe from harm
- Supporting parents and carers
- Raising achievement for all
- Good physical and emotional health
- An equal chance for vulnerable children and young people
- Things to do and places to go
- Active involvement
- Looking after the environment

6.2.2 The scale of recent change for individual partner organisations has meant that each has created a new business plan and the Children and Young People's Plan has started to feel out of date. For example, the CYPP contains nothing about the impact of schools becoming academies, and creating new local collaborations; changes to the local health economy; or even the regeneration of north Solihull. The Trust Board has not monitored performance against the Plan in 2011 although work in many of the priority areas continues to develop and the priorities still feel current.

6.2.3 A common plan can be important as a visible statement of what partners agree on and stand for, and can show a direction of travel. A common plan can also be important as a basis for measuring improvement – explaining what we intend to do and why, and setting out how we will know if things are getting better.

Where there is a common plan but limited ownership this reduces the ability of partners to resolve tough issues. For example, the Trust Board agreed to prioritise improvements to how services for disabled children join up yet has made limited progress on the key issue of integration between health, social care and educational services.

The absence of a common plan would mean that the focus is more on individual organisational plans, which may or may not connect together. Partners would still have to work hard to connect their plans with others, but the lack of a partnership structure for doing this may impact on the time needed or effectiveness of this.

6.3 Shared approach to commissioning

6.3.1 The Trust published an annual strategic needs assessment, called the 'Review of Outcomes for Children & Young People'. This assessment presented data to show whether the lives of children in Solihull were improving or not, how the Borough compares to other areas, and where and why outcomes vary for different geographical areas or individual groups of children. The Outcomes Review has informed the Joint Strategic Needs Assessment (JSNA) of health and well-being outcomes for the people of Solihull, but has been less influential in informing commissioning elsewhere. The Solihull Partnership is looking to establish a single needs assessment but at this point there is no current children and young people's needs assessment.

6.3.2 The Trust follows the Solihull Partnership's Common Commissioning Framework, but this has yet to become embedded in the commissioning practice of individual partner organisations.

6.4 Performance management / unblocking where progress has stalled on a common issue of concern

6.4.1 The Trust Board has been less effective in recent times at actively resolving performance issues, or directing resources to new areas of work. However there remain a series of important areas of work which require senior multi-agency ownership if they are to make progress, including:

- Service integration for disabled children and young people;
- Support for parents, including information, education and family support;
- Support for chaotic or challenging families to break the cycle of poor outcomes;
- Involvement of children, young people and parents in decision-making;
- Support for children and young people who are vulnerable, including young offenders, young carers, and those who are affected by domestic violence or who are 'Looked After';
- Resourcing emotional well-being services;
- Education, training or work for young people aged 16+.
- Helping children and young people to use the internet safely and cope with cyber bullying.

6.4.2 These and other issues are the ongoing work which underpins the 8 priorities in the Children and Young People's Plan 2010/11. Although the network of task groups does not depend on being part of a partnership system, in time the absence of a partnership accountability arrangement may impact on the effectiveness of this work – tough issues remaining unresolved; proliferation of groups which don't join up etc.

6.5 Ownership of 'stay safe' issues raised by the LSCB

6.5.1 The LSCB made a series of formal recommendations to the Trust Board as part of the consultation to develop the Children and Young People's Plan 2010. Ownership of these actions was allocated to the Stay Safe Outcome Group. In the absence of this Group the Trust does not have a multi-agency function which is equipped to lead safeguarding work, and so responsibility for taking forward these actions falls to the Director of Children's Services, who is a member of the LSCB.

The LSCB both develops safeguarding policy and monitors delivery of this. In the absence of a specific function for delivering safeguarding policy the LSCB cannot hold the Trust Board to account. However, this separation of functions does seem bureaucratic in the current climate – it may be more pragmatic to expect the LSCB to lead all aspects of safeguarding (which is in effect the current practice).

6.6 Integrated working, including Workforce strategy

6.6.1 The multi-agency Integrated Working Programme Board had oversight of the following 'projects':

- Children's centres
- Extended services
- Integrated Youth Support
- LINCS
- Workforce reform
- Parent support
- Information services for parents and carers
- Information services for children and young people
- Services for disabled children
- Young carers
- Corporate parenting
- Local delivery of integrated working
- Challenging families

6.6.2 The Integrated Working Programme Board is no longer active which means that for some of these projects it is not clear who they are accountable to for their work.

6.6.3 The Trust published a 3 year Children & Young People's Workforce Strategy in 2009 but the Integrated Working Programme Board which oversees this work is no longer active. Some areas of work are continuing to develop, such as the Common Induction and integrated working training, although others, such as succession planning for leaders and managers have stalled.

7 Moving forward

7.1 There appears to be general consensus that if we are to continue to have a strategic partnership for children and young people it needs to have reduced bureaucracy and be focused on priorities which depend on a partnership approach.

7.2 If the Trust is to be closed down each strand of work will need to be re-aligned to a new accountability structure, or brought to an end.

7.3 Partner organisations are invited to consider:

- What outcomes are you trying to achieve through membership of the Children and Young People's Trust?
- Are there specific pieces of work which you can only deliver on if you work in partnership that you would want to oversee through a multi-agency strategic partnership body such as the Trust?