



Report of the Head of Policy and Performance

Meeting: Children's Services Scrutiny Board

Date: 16th July 2010

Subject: Performance Report Year End 2009/10

Electoral Wards Affected:

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

1 Executive Summary

- 1.1 This report presents the Quarter 4 performance information summarising our progress against the Leeds Strategic Plan improvement priorities, many of which are also Children and Young People's Plan priorities, relevant to the Children's Services Scrutiny Board for 2009/10 at the end of the 2nd year of delivery of this plan. In addition the report includes an update on progress against the Improvement Notice as at the year end. The action trackers against the Improvement Priorities are provided by exception only ie all trackers with an overall progress rating of red regardless of the direction of travel arrow are provided along with amber trackers with a static or deteriorating direction of travel. A complete set of action trackers are published on the intranet for information. In addition a full performance indicator report is also provided. Overall, Members should note that for the improvement priorities relevant to the Children's Services Scrutiny Board 36% (5 out of 14) of **improvement priorities** are currently assessed as green and on track.

2 Purpose of the Report

- 2.1 The purpose of this report is to present an overview of performance against the priority outcomes relevant to the Children's Services Scrutiny Board including an analysis of performance indicator results at the end of 2009/10 so that the Board may understand and challenge current performance.

3 Background Information

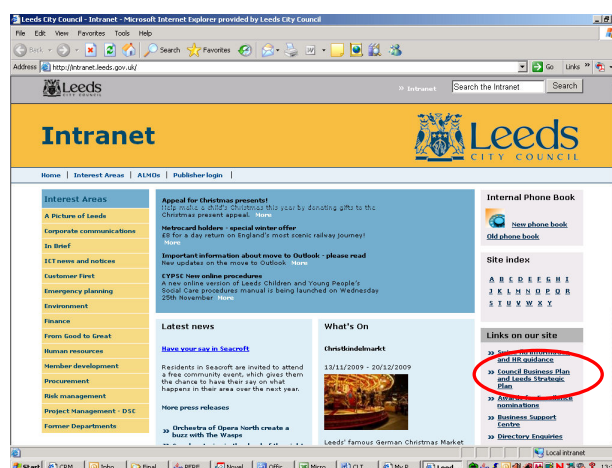
- 3.1 Accountable Officers were asked to provide a high level summary of performance both qualitative and quantitative within their trackers and were requested to limit their action trackers to one A4 page (ie 2 sides). However, many accountable officers were unable to do this without missing essential information and therefore the limit was not rigidly applied so that the trackers provided a complete picture of performance.
- 3.2 A number of appendices of information are provided with this report and these are summarised below:

- **Appendix 1** – summary sheet showing the overall progress rating against the improvement priorities relevant to the Children’s Services Scrutiny Board.
- **Appendix 2** – selected amber and red rated action trackers from the Leeds Strategic Plan priorities relevant to the Children’s Services Scrutiny Board. These trackers include a contextual update as well as key performance indicator results.
- **Appendix 3** – Performance Indicator report containing year end results for all performance indicators from the National Indicator set and any key local indicator which are relevant.

This information is supported by a guidance document to aid the reader in interpreting the action trackers.

4 Main Issues

- 4.1 As part of the performance management process each strategic improvement priority is given a overall traffic light rating which denotes the progress based on all the information provided in the Action Tracker including progress against targets for all aligned performance indicators, progress in the delivery of key actions/activities and taking into account all relevant challenges and risks. This traffic light rating is assigned by the Accountable Officer and agreed with the Accountable Director. This is supplemented by a direction of travel arrow that indicates whether progress is improving, static or deteriorating.
- 4.2 The action trackers provided in this report (see appendix 2) are by exception only in order to focus attention on those areas where the overall progress is not currently on track. At Q4 a slightly more nuanced approach has been taken ie:
- **Red Trackers** – these are defined as having significant delays or issues to address and unlikely to meet targets for key performance indicators. For this reason, all red trackers are provided with this report.
 - **Amber Trackers** – these are defined as minor delays/issues which are having an impact on delivery but remedial action is underway/planned and the key performance indicator(s) results are likely to be on, or close to, target. In this case the direction of travel arrow is crucial and therefore in this report the amber trackers with a **deteriorating** or **static** direction of travel have been provided.
- 4.3 This exception reporting is to enable senior officer, partners and members to focus their attention on those areas where progress is not on track. However, all action trackers for the year end are published on the intranet so that all the green action trackers are also available for information. These can be found on the intranet by following the link to the Council Business Plan / Leeds Strategic Plan from the front page.



- 4.4 The action trackers provide a high level summary of performance against each of our strategic improvement priority areas and as such include relevant aligned performance indicator results.

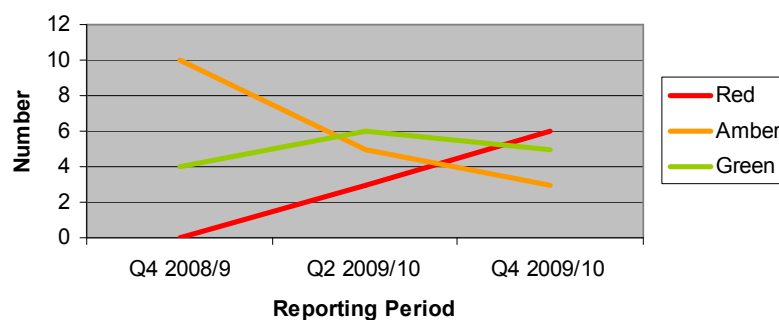
However, a full performance indicator report is provided in appendix 3 and a high level analysis of the Children's Services key performance indicators is provided below.

Analysis of Overall Performance in 2009/10 Improvement Priorities

- 4.5 There are 14 improvement priorities from the Leeds Strategic Plan which are relevant to the Children's Services Board. Eight of these are also priorities in the Leeds Children and Young People's Plan. Of these improvement priorities 5 are assessed as green, 3 as amber and 6 as red. This represents a deterioration in the overall position compared to quarter 2 2009/10 and to the position at the end of 2008/9 – as illustrated in the table and graph below.

| | Q4 2008/9 | | Q2 2009/10 | | Q4 2009/10 | |
|--------------|-----------|----|------------|----|------------|----|
| | Number | % | Number | % | Number | % |
| Red | 0 | 0 | 3 | 21 | 6 | 43 |
| Amber | 10 | 71 | 5 | 36 | 3 | 21 |
| Green | 4 | 29 | 6 | 43 | 5 | 36 |

Change in Improvement Priority RAG Rating



- 4.6 Further analysis shows that the change between quarters 2 and 4 is because three improvement priorities have been assigned red RAG rating over the last 6 months the key changes are highlighted in the table below:

| Improvement Priority | Q2 2009/10 | Q4 2009/10 |
|---|------------|------------|
| TP-3b/CYPP 6 Reduce Number of Children in Poverty | ↑ | ↑ |
| HW-1c Reduce rate of increase in obesity and raise physical activity for all. | ↑ | ↓ |
| HW-1d/CYPP 7 Reduce teenage conception and improve sexual health | ↓ | ↓ |

- 4.7 Some of these changes can be explained as a fuller set of performance information (ie annually reported indicators) is available at Q4 as well as the reducing time available to deliver the key actions/targets. In particular:
- Child Poverty the economic recession continues to have an effect of a number of the indicators aligned to this action tracker;
 - Teenage conception is a more complex picture as the data is subject to a significant time lag and the more recent focus of activity from 2009 onwards will not influence the performance indicator result until next year (the next data set for the calendar year 2009 will be provided in February)

2010). However, the Action Tracker does suggest that there is more to be done in terms of leadership, partnership working and resourcing; and

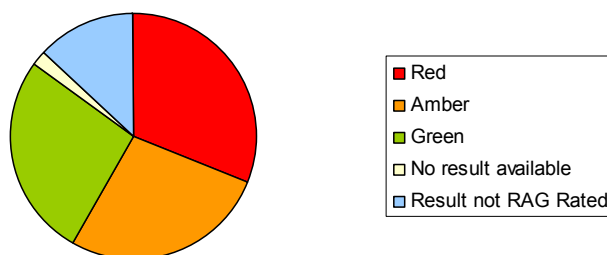
- The most recent data (08-09) on childhood obesity through the National Child Measurement Programme now shows a three year trend of increasing rates of obese children both in reception and Year 6 at primary school. Whilst this tracker covers both adults and children this data is certainly one of the factors that has influenced the red rating overall for this tracker.

Performance Indicators

4.8 The overall breakdown of all the indicators relevant to Children’s Services Scrutiny Board is shown in the chart below with 27% meeting their year end target – this includes all Leeds Strategic Plan indicators, National Indicators and local key indicators. At the year end we have a complete set of performance indicators including those that are only available annually.

| | Number | % |
|-----------------------------|--------|----|
| Red | 27 | 31 |
| Amber | 23 | 27 |
| Green | 23 | 27 |
| No result available | 2 | 2 |
| Result not RAG Rated | 11 | 13 |

**Overall Performance of Children's Services
Performance Indicators**



4.9 It is not possible to accurately compare this position with that from Q4 last year as a significant proportion of PIs were new and 2008/09 was the baseline year so traffic lights could not be allocated.

Improvement Notice Update

4.10 The table below gives an update against the Improvement Notice actions/activities as at the end of March 2010 including comments on progress against the key improvement notice indicators.

| |
|---|
| <p>NI 59 - whilst maintaining high quality, increase the percentage of initial assessments for children’s social care carried out within timescale to 72% for the month of June 2010, to 80% for the month of October 2010 and to 80% for the cumulative period October 2010 to March 2011</p> <ul style="list-style-type: none"> • Performance in the completion of initial assessments within timescales was 73% for the month of March. • Clear expectations are in place with regard to the use of performance information by managers to manage assessment work within their teams. • It is anticipated that these improvements will result in the June target of 72% of initial assessments completed on time at least being met, and probably exceeded. |
| <p>NI 60 - whilst maintaining high quality, increase the percentage of core assessments for children’s social care that were carried out within 35 working days of their commencement to 80% for the month of June 2010, to 84% for the month of October 2010 and to 85% for the cumulative period October 2010 to March 2011</p> |

- Revised thresholds have resulted in increased need to undertake both initial and core assessments.
- Despite the increase in demand, greater focus on performance management has led to significant improvement in timeliness
- In the month of March 79.4% of core assessments were completed on time. This is an increase of 22.4% on the preceding month
- A programme of file auditing is being rolled out to ensure high quality is maintained.

NI 78 - reduction in number of schools where fewer than 30% of pupils achieve 5 or more A*-C grades at GCSE and equivalent including GCSEs in English and Maths to no schools in the 2011 examinations, with plans in place and demonstrable progress towards that goal by September 2010

- Of the original 14 schools that were part of the National Challenge, six schools maintained by the authority remain in this category, plus one academy.
- Three of these schools have now closed, to create an academy and a new community college as a merger of the other two.
- Improvement plans are in place for all schools that remain in the National Challenge.
- The Council's Executive Board has approved proposals for consultation on structural change for the further three schools in order to raise standards.

NI 79 – increase achievement of Level 2 qualifications by the age of 19 to 75.2% in the 2009/10 academic year.

- The full year result for this indicator was 71% for the 2008/9 academic year.
- There have been steady improvements in the proportion of young people achieving level 2 qualifications, with over a 10% increase over the last five years
- Performance at age 19 builds on achievement of level 2 qualifications at age 16 where there has been consistent improvement.

NI 102 - narrow the achievement gap between pupils eligible for free school meals and their peers achieving a 5 ppts reduction at Key Stage 4 in the 2010 examinations

- Although performance of pupils eligible for free school meals achieving 5 A*-C not including English and Maths rose, as did achievement for 5 A*-C including English and Maths, the percentage of pupils eligible for FSM achieving 5 A*-C including English and Maths fell slightly. The gap has widened for this indicator and is now 35% points.
- Additional support is allocated to schools with a high proportion of FSM pupils
- The school improvement team is engaging schools in a 'narrowing the gap' project which includes groups identified by ethnicity and eligibility for FSM

NI 108 - achieve a sustained upward trend in the achievement of black and mixed heritage pupils by the end of the academic year 2010/11

- The achievement of black and minority ethnic groups at Key Stage 4 improved from 37.1% for the 2007-8 academic year to 39.7% for 2008-9
- The biggest improvements have been the gains by mixed heritage and Asian pupils
- Activity is being targeted at year 11 students using identified good practice from successful minority ethnic achievement programmes

NI 117 – reduce the number of 16-18 year olds who are not in education, employment or training (NEET) to 6.8% in 2010/11

- The number of 16-18 year olds who are NEET was 8.2% for the full year to March 2010.
- The reduction in NEET in Leeds, albeit from a high baseline, is at a greater rate than that seen nationally
- Recent remedial measures have had an impact on reducing the numbers of not knowns to 5.3% for March 2010, compared to 8.7% for the month of March 2009.

The Council is expected to improve the response to child protection referrals to meet statutory guidelines, and ensure discussions with the police and other agencies take place in a timely manner in all relevant circumstances, as set out in 'Working Together to Safeguard Children' (IN 1.1)

- Referral and assessment procedures have been reviewed and changes made to the Electronic Social Care Record.
- A joint working protocol between the police and children and young people's social care is under development.
- Performance management arrangements are being strengthened to improve the monitoring of responses to referrals

The Council must have clear multi-agency thresholds in place, shared with and understood by partners, in order for children and young people to access appropriate services and to ensure consistent and high quality referrals from other agencies. (IN 1.2)

- Multi-agency thresholds are in place and disseminated across the partnership
- Training on the use of thresholds is incorporated in the programme of CAF training, delivered on a multi-agency basis
- All referrals to the contact centre are screened by a team of professionals who are applying the referral pathways flow diagram to ensure any practical difficulties in its application are addressed.

The Council needs to ensure that it has effective information management arrangements in place, ensuring that records for all children and young people are up-to-date and that assessment reports are routinely shared with parents as appropriate. (IN 1.3 & 2.17)

- Improvements to the Electronic Social Care Record System (ESCR) provide the facility to embed assessment forms and up date them.
- Data on the quality of records is being collated for mid May to provide a baseline by the end of the month against which progress will be measured.
- Systemic changes have taken place to ensure that assessment reports are shared with parents routinely; compliance auditing is scheduled from mid May.

The Council needs to ensure that it has effective quality assurance arrangements in place to monitor the quality of contact, referral and assessment services and ensure that assessments are of a consistently high standard. (IN 1.4)

- The focus on performance management has been strengthened and the impact of this can be seen in the greatly improved timeliness of initial and core assessments (N159 and 60)
- A comprehensive approach to quality assurance of assessments through case file auditing has been developed and is now being rolled out
- Improvements to the contact centre procedures and to the referral documentation have been put in place.

The Council must further embed the use of the CAF in practice across children's services so that it is effectively used to inform early intervention. (IN 1.5)

- Use of the CAF is increasing – approximately 70 are being initiated each month, 10 closed and 50 multi-agency case meetings taking place
- Analysis of CAF data by area, source, need, gender and age is informing the use of the CAF
- Closure statements show that majority of CAFs achieve the stated outcomes

The Council must demonstrate improvements in staff satisfaction (measured through the Council's corporate staff survey and the local social worker survey) and in the satisfaction of children and families (measured through various service specific surveys) throughout the term of the Improvement Notice. (IN 1.6)

- A methodology for demonstrating the improvements in staff satisfaction and in the satisfaction of the children and families has been agreed. This comprises:

For staff

1. In terms of the corporate staff survey, Children's Services will aim to achieve in line or better than council results, with no areas underperforming by more than 5% or showing deterioration from the current position
2. The social worker survey will be used as an indicator, the targets being that no

statements in the survey should see a decline in the performance from last year to this; there should be an increase in agreement with statements and an associated reduction in negative and non-committal responses

For children

3. the national TellUs and local ECM surveys will continue to be used as broad measures of children and young people's wellbeing, e.g. with regard to feeling safe in their schools and community.
4. The Care 4 Me survey will be used to measure against targets set by Children and Young People's Social Care to address particular issues e.g. Access to and awareness of advocacy support and involvement with care planning

For parents and carers

5. The monthly survey of parents and carers already in place will be used to monitor improvement. The vast majority (84%) currently feel they are treated with respect, 60.5% feel their children have been helped and 66% feel their views are listened to.

The Council must establish clear and agreed processes with partners in the Children's Trust and LSCB to ensure effective scrutiny and training takes place so that the quality of contacts, referrals and assessments improve. (IN 1.7)

- The multi-agency training pool has increased in size, a training calendar has been issued, training for trainers events held and training is being accessed by greater numbers.
- The LSCB has been reviewed and reconfigured, and its performance management framework re-established as part of this process.

Working with the National Challenge Board and any other government agencies as appropriate, effectively deliver the National Challenge Programme, implement the Council's agreed plan for Schools Vulnerable to the National Challenge and ensure agreed targets are met. (IN 2.1)

- Proposals have been approved by the Council's Executive Board for consultation to take place on structural change for three schools vulnerable to the National Challenge.
- Improvement plans are in place for all schools within the National Challenge.

Working with DCSF, GOYH, National Strategies and other government agencies as appropriate, the Council is expected to demonstrate overall improvements in LAA indicators relating to children's services and statutory attainment targets through the period of this Improvement Notice. (IN 2.2)

- Robust performance management arrangements are in place to monitor progress against the LAA indicators relating to Children's Services and statutory attainment targets, in line with the CYPP.
- Targeted remedial action is put in place to address identified issues

Cooperate with the independent chair to establish an Improvement Board and support the Board in providing effective challenge across the partnership to drive swift and sustainable progress through a robust improvement plan. The Council must provide the Improvement Board with robust evidence of both quantitative outcomes and qualitative processes as required. The Council must take full account of the advice and recommendations of the Improvement Board to deliver improvements in its children's services, and to continue to improve partnership arrangements. (IN 3.1)

- The improvement Board is fully established with an independent chair, Bill McCarthy, and a high level of engagement.
- Regular updates, monitoring reports and detailed performance information are provided for the Board monthly.
- Feedback from the Board is disseminated and used to inform ongoing improvement work.

Prepare a robust Improvement Plan to be agreed with the Improvement Board for delivering improvements across children and young people's services, addressing all areas of weaknesses highlighted in Ofsted inspections, the 2009 Comprehensive Area Assessment and other areas of concern as appropriate. (IN 3.2)

- A comprehensive improvement plan has been developed and agreed with 5 key themes under which all areas of weakness highlighted by Ofsted inspections, the CAA and other processes

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|--|
| <p>have been grouped.</p> <ul style="list-style-type: none"> • A robust monthly monitoring process in place. |
| <p>Monitor improvement in children's social care, by establishing rigorous performance management and quality assurance systems which deliver regular monitoring, scrutiny and quality assurance of social care performance. (IN 3.3)</p> |
| <ul style="list-style-type: none"> • The quality assurance and performance management framework has been reviewed and team performance template developed. • Managers have received training in use of the performance template. • Auditing arrangements are being rolled out systematically. |
| <p>Increase capacity within children's social care, in particular at team manager and social worker levels, by ensuring that there is an effective senior management team responsible for social care. (IN 3.4)</p> |
| <ul style="list-style-type: none"> • Additional investment has enabled recruitment of staff into advanced practitioner and social worker roles • 30 social workers have been appointed and further recruitment is in progress • The Social Care senior leadership team has stabilised with permanent appointments having been made into Heads of Service Delivery posts. • Interim Head of Service appointments have been made in Looked After Children and Safeguarding, pending permanent appointments, to increase the pace of improvement in these priority areas. |
| <p>Review social workers' responsibilities and workloads to ensure that responsibilities are clearly and tightly defined, and that no staff carry too wide a range of work. This will need to involve consideration of whether a restructure of children's social care services is necessary to deliver high quality services. (IN 3.5)</p> |
| <ul style="list-style-type: none"> • Caseloads have been analysed by area and baselines set • A vertical slice staff group has been established and is developing proposals for a caseload management scheme. • Potential restructuring of Social Care services is being explored as part of the Children's Services transformation programme to implement integrated Children's Services for Leeds. |
| <p>Develop a comprehensive programme of training, mentoring and continuous professional development for all social care staff so that they have the skills to complete high quality and timely assessments. (IN 3.6)</p> |
| <ul style="list-style-type: none"> • A comprehensive organisational development programme for Social Care staff has been procured • Staff conferences reaching high members of frontline staff are a key part of the overall workforce development programme • A range of professional development is being offered via the Practice Improvement Programme. |
| <p>The Improvement Board will receive regular updates on performance against the above measures. The Chair of the Improvement Board will report to the Department for Children, Schools and Families and Leeds City Council on a bi-monthly basis. (IN 4.1)</p> |
| <ul style="list-style-type: none"> • Regular reporting to the Improvement Board enables further dialogue with the DCSF as appropriate. |

4.11 Members should note that the Improvement Plan which was brought together to address the issues raised within the Improvement Notice and from the recent inspections is monitored monthly by an external Improvement Board. The June update to this board which gives a more up to date picture is tabled as a separate item.

Data Quality

- 4.12 In previous quarters Members have received an update on the on-going work to develop a more robust, consistent and over-arching approach to data quality for our key performance indicators – which will give a wider based data quality judgement. The implementation of the new data quality checklists across all national and local indicators has resulted in a number of anomalies - despite a successful pilot exercise - and more work is required to ensure that this revised approach is fit for purpose and that the scoring criteria are effective across a broad range of measures. Therefore, the new scoring mechanism will not now be adopted until Q1 2010/11 and Members should note that in these Q4 reports the previous system has continued to be used to provide the data quality traffic light.

4 Implications for Council Policy and Governance

- 4.1 The Leeds Strategic Plan and Council Business Plan is part of the council's Budget and Policy Framework. Effective performance management enables senior officers and Elected Members to be assured that the council is making adequate progress and provides a mechanism for them to challenge performance where appropriate. The Council also has a lead role in the development and monitoring of the Children and Young People's Plan, under current legislation. As from April 2011, this will become the responsibility of the Children's Trust Board. However, the Council will continue to need assurance about its contribution to the delivery of the Children and Young People's Plan.

5 Legal and Resource Implications

- 5.1 The Leeds Strategic Plan fulfils the Council's statutory requirement to prepare a Local Area Agreement for its area and these government agreed targets are subject to performance reward grant. In addition the council is also subject to a formal improvement notice for Children's Services and within this a number of specific targets have been set for key performance indicators. Failure to meet these particular targets may result in Secretary of State intervention.

6 Conclusions

- 6.1 This report provides the Board with a high level overview of the city's performance against the key priorities relevant to the Board from the Leeds Strategic Plan as at the end of 2009/10 ie the end of the 2nd year of delivery. This report highlights those areas where progress is not on track and Members need to satisfy themselves that these areas are being addressed appropriately and where necessary involving partners in any improvement activity.

7 Recommendation

- 7.1 Members are asked to consider the overall performance against the strategic priorities and where appropriate, recommend action to address the specific performance concerns raised.

Background Papers

- Leeds Strategic Plan 2008-11
- Children and Young People's Plan 2009-14