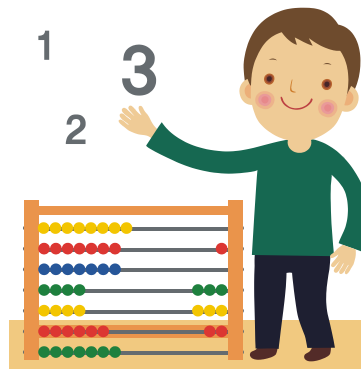


CHILDREN COUNT

A SCRUTINY REVIEW OF PERFORMANCE AND DATA



**FINAL REPORT OF THE CHILDREN AND YOUNG
PEOPLE SCRUTINY PANEL**

MAY 2013

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FOREWORD

Mr Philip Hume

I am pleased to present this report of the Performance and Data Working Party.

Both the recent Ofsted inspection and the peer review commissioned by the Council made comments on the use of performance data relating to children and young people by Council members and within the officer structures. This report concentrates on the use of performance data by members of council.

Our report:

- Sets out the reasons why it is important for Council members generally, and the Children and Young People (CYP) Scrutiny Panel in particular, to make good use of performance data;
- Proposes an initial data set for the CYP Scrutiny Panel to use during 2013/14;
- Recommends the establishment of a Performance Working Party of the CYP Scrutiny Panel to enable a smaller group of members to demonstrate an understanding of the performance data and what it is saying about our services and the outcomes for children and young people.

I would like to thank all members of the working party and the scrutiny officers for the commitment and hard work they have put into this exercise. A big 'thank you' too to officers in the Business Change and Performance Management team for providing much of the technical performance and data information and to the Head of Service, Commissioning and Partnerships, Children and Young People's Services for her input and support to this work.

Philip Hume

Philip Hume

Co-opted Member,
Children and Young People Scrutiny Panel

1 BACKGROUND

1.1 Working Party objectives

The Children and Young People Scrutiny Panel agreed at its meeting in June 2012 to establish a working party with the following objectives:

- To review how other West Yorkshire Local Authorities write/present their performance reports/data to Scrutiny, with particular emphasis on Children and Young People's Services;
- To review a sample of other external Local Authorities on how they write/present their performance reports/data to Scrutiny, with particular emphasis on Children and Young People's Services;
- To make recommendations on the contents of performance reports prepared for the Children and Young People Scrutiny Panel, learning from best practice in other Local Authorities;
- To recommend to the Children and Young People Scrutiny Panel a proposed timetable for the Panel to receive regular performance reporting information;
- To share the findings of this performance and data research with the Council's other Scrutiny Panels.

1.2 Membership

The original membership of the Working Party was Councillors Baines, Ford, Wilkinson and Mrs S. Hirst. Because of work commitments, Councillor Wilkinson had to withdraw from the working party early in the review and was replaced by Councillor Raistrick. Mr P Hume was appointed by the Children and Young People Scrutiny Panel as a Member in October 2012 (and subsequently appointed Chair of the Working Party from December 2012).

1.3 Background and Evidence Sources

The working party was established when the Scrutiny Panel was considering the findings of a detailed review that had been undertaken on the Review of Social Care for Children in Calderdale.

During the course of our review, we received a considerable amount of background information from Children and Young People (CYP) officers, Performance and Data Officers within the Business Change and Performance Management Service and our Scrutiny Support team.

We also reviewed information from all the other West Yorkshire Local Authorities on their experiences of how they presented performance and data information.

2 WHY IS PERFORMANCE DATA IMPORTANT FOR MEMBERS AND SCRUTINY?

- 2.1 Good quality, timely and relevant performance data are an essential tool that underpins effective scrutiny in a number of ways.
- 2.2 They enable scrutiny to provide an effective challenge to the executive and to hold the Cabinet Members and senior managers to account. Whilst performance management and performance monitoring are primarily the responsibility of Cabinet and senior managers (and scrutiny needs to be careful not to duplicate this), scrutiny needs access to data and analysis in order to hold them to account and to be able to ask the right questions.
- 2.3 Performance information can help identify issues that should be included in the Scrutiny Panel's work programme for examination in closer detail, particularly where performance is not meeting targets, or does not compare well with similar authorities.
- 2.4 Performance information helps Councillors and Scrutiny to assess whether services are meeting the needs of their communities and providing the best value for the resources available.

3 A SHARED PERFORMANCE DATA SET

- 3.1 We asked to see performance reports relating to children and young people that are produced using the Council's Making a Difference (MaD) database.
- 3.2 There are a vast number of different reports – we were shown several examples. We were pleased to see that there is access to a great deal of data from the MaD database covering a wide range of services and outcomes for children and young people.
- 3.3 However, a number of reports, some very similar, gave a confusing picture and an impression that a new report has been created every time there is a request for information. This has, in part, led to our first recommendation, that there should be a common data set for Children and Young People's Services used to inform performance discussions at Cabinet, Scrutiny Panel and Senior Management Team. The Working Party also advises that the Council as a whole to consider taking a similar approach.
- 3.4 This will not only assist Members and senior managers, but will help make it clearer to staff what they should aim to achieve.

- 3.5 It will also help the public and other agencies see how well children and young people are being served in Calderdale.
- 3.6 It is likely that Cabinet and the Scrutiny Panel will want information at a “higher level” than Senior Management Team, who need to take a more detailed look at performance.
- 3.7 We consider that this approach of a single data set with sub-sets being used at different levels could be used across the Council and we would advise that this is introduced.

Recommendation 1

A common data set should be identified to manage the performance of services for children and young people.

4 A DATA SET FOR SCRUTINY

- 4.1 The data set recommended in this report should form part of the common data set.
- 4.2 Children and Young People Directorate have identified a set of “herd” indicators that are reported in the Single Integrated Improvement Plan (SIIP) that addresses issues in social care services for children that arose from the recent Ofsted inspection and peer review. In order to avoid duplication, it makes sense for Cabinet and the CYP Scrutiny Panel to use the same indicators as a basis for examining performance in these areas.
- 4.3 However, there are some important areas of work undertaken in social care services that are not covered by the herd indicators, such as placements of looked after children, and so we have included some other indicators in our recommended set.
- 4.4 The Children and Young People Scrutiny Panel needs a performance data set that is driven by the key issues for children and young people in the Borough and by Cabinet and Council priorities, not by the Council’s organisational structures.
- 4.5 For example, the Scrutiny Panel may wish to monitor performance on reducing levels of infant mortality, which falls under the responsibility of the public health service, rather than Children and Young People Directorate.
- 4.6 Council priorities for children and young people are identified in *Moving Forward in Challenging Times*, agreed by Cabinet in September 2012 and in the Wellbeing Strategy, agreed by the Health and Wellbeing Board. They can be found in Appendix 6.

- 4.7 Scrutiny members need to consider performance data against comparators, so that they can understand how our performance compares with neighbouring authorities, similar authorities and the best in the country. Where possible, this should include comparison against the private sector. Performance data should be provided with contextual information and show trends and trajectory.
- 4.8 A proposed data set can be found at Appendix 2. With only a few exceptions, these are indicators that are already collected. They have been divided into 5 different areas.
- 4.9 It is recommended that this data set is adopted by the Scrutiny Panel to be the basis of its performance data work for 2013/14.

Recommendation 2

The data set included at Appendix2 should be adopted by the scrutiny panel to assist in its scrutiny of performance.

- 4.10 It is recommended that the Scrutiny Panel should review its work on performance scrutiny in June 2014 to assess how effectively this work has been undertaken and whether the data set needs changing. This is particularly the case in children and young people's services as the Council responds to the recent Ofsted inspection and peer review.

Recommendation 3

The Children and Young People Scrutiny Panel should review its work on performance scrutiny in June 2014, and thereafter annually.

5 MANAGING THE SCRUTINY PANEL WORK

- 5.1 The Children and Young People Scrutiny Panel has a wide ranging and busy agenda. In the past, this has made it difficult for the Panel to give performance data the attention that it needs.
- 5.2 In order to make sure that performance data gets the attention it requires, we recommend that the Scrutiny Panel establish a working party to examine performance in detail.

5.3 This working party should meet at least four times a year.

Recommendation 4

The Children and Young People Scrutiny Panel should establish a Performance and Data Working Party

- 5.4 It is proposed that the working party should receive a summary of results from the whole performance set at each meeting. However, it should focus in detail on one of the five areas included in the performance data set. This will enable Members to investigate in depth and to meet with two or three key managers responsible for those areas of service.
- 5.5 This schedule would mean that each topic would only be covered in detail once a year, so it is recommended that the Head of Service Commissioning and Partnerships be asked to prepare exception reports for the working party whenever there are performance issues in any section of the data set that are causing her concern.
- 5.6 It is important that the working party report to the Scrutiny Panel formally so that there is clear accountability for performance in public. We recommend that this should happen twice a year. A performance report to the first meeting of the municipal year (June) will give a year end picture and should inform the Scrutiny Panel in deciding which topics to include in the work programme for the year. A second report in November or December would give an opportunity for the Scrutiny Panel to discuss performance when six months worth of figures are available.

Recommendation 5

The Children and Young People Scrutiny Panel work programme should include reports on performance twice each municipal year.

6 OFSTED INSPECTIONS

- 6.1 Ofsted reports on schools are a valuable source of information on how schools are performing and how the Council is supporting school improvement. We recommend that the performance working party should consider all Ofsted report relating to Calderdale schools and prepare a summary report for the Children and Young People Scrutiny Panel from time to time.
- 6.2 This will enable the working party to monitor progress toward the ambition set out by the School Effectiveness Working Party in their report *Aiming Higher* that all schools within Calderdale should be good or better.

- 6.3 In particular the working party should identify from Ofsted reports issues concerning the ways in which the Council can support school effectiveness and report those findings to the Scrutiny Panel.
- 6.4 Issues relating to individual school(s) may be discussed by the Working party from time to time.
- 6.5 Ofsted has responsibility for inspecting a range of other services for children and families. These cover a wide range of services, including children's centres, child care facilities, childminders, as well as services such as fostering and adoption agencies. The working party may choose to examine these reports from time to time.

Recommendation 6

The Performance and Data Working Party should consider all Ofsted reports on Calderdale schools and prepare a summary report of their conclusions for the Children and Young People Scrutiny Panel from time to time.

Recommendation 7

The Performance and Data Working Party may consider any other Ofsted reports (as well as those concerning schools) and may report any conclusions to the Children and Young People Scrutiny Panel.

RECOMMENDATIONS

Recommendation 1	A common data set should be identified to manage the performance of services for children and young people.
Recommendation 2	The data set included at Appendix 2 should be adopted by the scrutiny panel to assist in its scrutiny of performance.
Recommendation 3	The Children and Young People Scrutiny Panel should review its work on performance scrutiny in June 2014, and thereafter annually.
Recommendation 4	The Children and Young People Scrutiny Panel should establish a Performance and Data Working Party.
Recommendation 5	The Children and Young People Scrutiny Panel work programme should include reports on performance twice each municipal year.
Recommendation 6	The Performance and Data Working Party should consider all Ofsted reports on Calderdale schools and prepare a summary report of their conclusions for the Children and Young People Scrutiny Panel from time to time.
Recommendation 7	The Performance and Data Working Party may consider any other Ofsted reports (as well as those concerning schools) and may report any conclusions to the Children and Young people Scrutiny Panel.

APPENDIX 2

Proposed Data Set – Children and Young People Scrutiny Panel

Start Healthy and Stay Healthy	
Low Birth Weight	
Reduce teenage conceptions	Gap between Calderdale and national average under 18 conception rates
	CYPPE 1diii No of teenage conceptions (15-17 years) per quarter
Childhood obesity	Percentage of Year 1 Reception children that are obese
	Percentage of Year 6 children that are obese
Reduce the number of children and young people who die	Infant mortality rate (with national comparators)
	No of child deaths considered by the Child Death Panel
	Children aged 0-4 in families in receipt of Child Tax Credit (<60% median income) or Income Support/Job Seekers Allowance
	Children in families in receipt of Child Tax Credit (<60% median income) or Income Support/Job Seekers Allowance

Safe at home, in school and in the community	
Common Assessment Framework (CAFs)	Number of CAFs per 10,000 under 18 population
	CAF – Number of new CAFs per lead professional
Adoption	Adoption timescales – % of children looked after for 4 months who have a permanency plan
	% of children who cease to be looked after where the outcome reason is 'adopted'
	Average time between a child entering care and moving in with adoptive family for children who have been adopted (days)
	Average time between the LA receiving court authority to place a child and LA deciding on a match to an adoptive family
	Children who wait less than 21 months between entering care and moving in with their adoptive family
Child Protection	No of children per 10000 under 18 with a child protection plan
	Percentage of child protection plans lasting 2 years or more
	Percentage of children becoming the subject of a CPP for 2nd or subsequent time
Looked after children	Number of children and young people in the LAC system
	No of children looked after per 10,000 under 18 population
LAC Placements	Analysis by external residential, our residential, external fostering, our fostering etc.

	Percentage of children looked after for 2+ years with stable placements
Enjoy Learning and achieve their best	
	NTG between lowest achieving 20% in the Early Years Foundation Stage Profile & the rest
	Annual Performance report – Calderdale Children and Young People’s Results at Key Stages 1-5
	Increase the number of schools currently judged as good and outstanding
Stay in Education and get a job	
	% young people 16-18 not in education, employment or training
	Apprenticeship starts
	Number and % of CMBC apprentices that are or have been Looked After Children
Make Friends and Stay in Activities	
	Percentage of young people whose voice is formally represented at annual reviews (Years 1, 5 and 9)
	Percentage of LAC young people who were either present or were consulted in their PEPs

Membership of the Working Party (2012/13)

Mr P Hume (from October, 2012 and as Chair from December, 2012)
Councillor Stephen Baines, MBE
Councillor John Ford
Councillor Colin Raistrick (Chair until December, 2012)
Councillor Adam Wilkinson (until August 2012)
Mrs S Hirst

Membership of the Children and Young People Scrutiny Panel (2012/13)

Councillor Colin Raistrick (Chair)
Councillor Stephen Baines, MBE
Councillor James Baker
Councillor Mrs Anne Collins
Councillor John Ford
Councillor Lisa Lambert (from March, 2013)
Councillor Helen Rivron
Councillor Adam Wilkinson (until March, 2013)

Mrs Shelagh Hirst, Church of England (Co-Opted Voting Member)
Mr David Gott, Roman Catholic Church (Co-Opted Voting Member)
Ms Alison Grant – Parent Governor Representative (Co-Opted Voting Member)
Mrs Emma Carter - Parent Governor Representative (Co-Opted Voting Member)
Mr Philip Hume – Calderdale Foster Care Association (Non Voting Co-Opted Member)

(Support to this Scrutiny Working Party was provided by Mike Lodge, Senior Scrutiny Support Officer and Paul Preston, Scrutiny Support Officer, Democratic and Partnership Services)

Summary of Witnesses Giving Evidence

Judith Wyllie, Head of Service, Commissioning and Partnerships, Children and Young People's Services Directorate

Andy Mallinder, Senior Business Improvement Officer, Business Change and Performance Management, Calderdale Council

Graham Mozley, Business Improvement Officer, Business Change and Performance Management, Calderdale Council

Bernadette Johansen, Business Manager, Calderdale Safeguarding Children Board

References and Bibliography

Notes of all meetings of the Performance and Data Review Working Party - held by the Scrutiny Support team;

Background Documentation Pack - Comparator Performance Information reports – received from Bradford, Calderdale, Kirklees, Leeds and Wakefield Councils;

Calderdale Children and Young People Scrutiny Panel – Review of Social Care for Children report – April 2012;

Calderdale Children’s Social Care Improvement Board – Performance Report – 6th November, 2012;

Analysis document – Scrutiny report on Performance in the Children’s Services and across Yorkshire Councils and Statistical Neighbours – 2012;

Performance Information – Calderdale Internal Audit Committee report on external placements – September, 2011;

Calderdale Council – Safeguarding Peer Review – November 2012 – Draft Feedback (re Performance Information);

Care Services Management Information Reporting – Statutory returns;

Details of levels of Information reporting – CYP Directorate (Level 1 – Child/Activity level – self service from CASS; Level 2 – Operational Management Information reporting; Level 3 – Strategic Performance reporting.

Children and Young People’s Services – Indicator Matrix – indicators linked to plans and reports 2012/13.

Council Priorities for Children and Young People

Council priorities for children and young people are identified in *Moving Forward in Challenging Times*, agreed by Cabinet in September 2012 and in the Wellbeing Strategy, agreed by the Health and Wellbeing Board.

Those priorities are summarised below.

Moving Forward in Challenging Times

- Reduce youth unemployment rates to below national average.
- Ensure no young person spends more than six months without a job, training, work experience or apprenticeship.
- Improved performance in children's safeguarding.
- Improved outcomes for Looked After Children.
- Develop an effective intervention approach to vulnerable families.
- Develop a plan to re-provide secondary school facilities in the upper valley.
- Build a consensus around the need for change in 16-19 provision and attainment.
- Improve lifestyles to reduce inequalities in health addressing the growth in child obesity, smoking rates, and the harm caused by alcohol.
- Addressing the growth in child obesity.
- Reduce the infant mortality rate in the borough.
- Maintain core children's centre offer.
- Agree and implement new youth service activities and support.

Wellbeing Strategy

Priority Outcomes

Where children and young people are ready for learning and ready for life

Where fewer children under the age of 5 live in, and are born into, poverty

Measures of Success, Commitments to Action, Calls to Action

- Make homes smoke free in Calderdale to protect children and young people from second hand smoke.

- Develop a cohort of mentors, role models and champions, including young people as peer mentors, to work in schools to encourage young people and their parents to live healthier lives. The project would recruit local people leading healthy lives as mentors and champions to promote the “if I can you can” ethos.
- Youth unemployment rate (JSA Claimants 18-24 – Source ONS/NOMIS).
- A review of Post 16 provision - to ensure appropriate capacity and choice to support the future workforce.
- Implement the ‘Raising Participation Strategy’ - to ensure young people are appropriately skilled and work ready.
- One Stop Skills Agency (Apprenticeships) - a one stop skills point for employers to find their apprentice.
- Apprenticeship Training Agency – sector-based model for small and medium sized enterprises (SMEs).
- Children aged 0-4 in families in receipt of Child Tax Credit (<60% median income) or Income Support/Job Seekers Allowance.
- Children in families in receipt of Child Tax Credit (<60% median income) or Income Support/Job Seekers Allowance.
- A reduction in the under 18 conception rate.
- The development of a strategy for tackling child poverty based on the needs identified in the [2011 Child Poverty Needs Assessment](#) and taking account of the impact of Welfare Reform on child poverty.
- To secure a commitment to a living wage policy for Calderdale, the success of which will be measured by its inclusion in future procurement rules and the commitment of a leadership group of private and public sector employers.
- Amelioration of the effects of the recession – support for advice services, including giving people access to information and advice on benefits services, financial inclusion and other issues affecting their health and wellbeing.
- A Demonstration Project in Park Ward set up to explore ways of reducing infant mortality - Targeted work with pregnant women and young mothers to encourage them to choose healthy lifestyle choices, to improve health outcomes for them and their babies.
- Review training for front line staff, set against criteria of what needs to be delivered differently, encouraging increased understanding of the spectrum of current provision and how this can be used more effectively to target those most in need.
- Improve knowledge on levels and nature of poverty in private rented accommodation.
- Further develop a ‘Resilience Programme’ to help the most vulnerable groups, and those who could fall into that category, to manage personal finances, keep their home, and access life and vocational skills.
- Develop a programme to raise aspiration amongst children and young people.
- Narrow the gap between lowest achieving 20% in the Early Years Foundation Stage Profile and the rest to national levels.
- Reduce the inequality gap - KS2 & KS4 gap between pupils eligible for Free School Meals and peers to national levels.

- An increase in the number of young people reporting that they never feel unsafe at home, school and community through the Electronic Health Needs Assessment (e-HNA).
- Maintaining a low level of 16 – 18 year olds who are 'Not in Education, Employment or Training' (NEET) .
- To undertake e-HNA survey with all year 10 students and a pilot with year 6 pupils - Present the outcomes from the survey to head teachers and governors and develop an action plan in response to the outcomes.
Delivery Partners: Public Health, Council, Secondary and Primary Education providers, School Governors.
- To deliver the actions in the Single Integrated Improvement Plan to secure systemic and sustainable change in children's social care services.
- To engage with Early Years settings to support quality improvement through a challenge and support model.
- To review Child Care provision across Calderdale and ensure resources are targeted at those most in need.
- To determine the specification for Children's Centre delivery in Calderdale, with resources target at those most in need and clear ready to learn outcomes established to monitor performance.
- To support and challenge schools, through the self improving school system, to ensure children and young people achieve expected levels of progress and learning outcomes in all phases of education.
- To implement an information sharing agreement between schools and produce a data booklet, shared with school governors, which will ensure transparency and improve outcomes.
- To create an Early Intervention delivery model in localities with partners targeting resources on those most in need as early as possible.
- To agree Calderdale's Partnership Strategy to Raise Participation in line with statutory requirements.
- Develop a coherent vocational offer with providers to achieve progression from learning into work, including foundation learning pathways.
- Development of sector skills academies for key sectors with skill shortages, built in paid work experience, progressing into pre-apprenticeships / apprenticeships.
- A Youth Employment campaign.
- To roll out the new Early Years Foundation stage, review child care provision and commission the delivery of Children's Centres to target resources and drive up standards.
- To engage all partners in the delivery of the [Early Intervention Strategy](#)
- To fully implement the self improving school model in partnership with schools and governors.
- To agree key actions arising from the e-HNA survey in discussion with schools and learning providers.
- To implement the [Raising Participation Strategy](#) and outcomes from the Post 16 review.
- To develop a coherent vocational offer in Calderdale.
- Implement the Troubled Families Strategy in partnership through the appointment of key workers.

Any enquiries or requests for background information,
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