

NORTH YORKSHIRE CHILDREN'S TRUST

Agenda Item Cover Sheet

TITLE OF PAPER: Report of the Performance & Commissioning Sub-Group

DATE OF MEETING: 22 November 2010

ORGANISATION/SUB GROUP: Performance and Commissioning

RELATED CYPP IMPROVEMENT PRIORITY: WT4 Active Performance
Management

WT1-WT5: Working Together

RELATED PERFORMANCE INDICATOR(S): ALL

MAIN RECOMMENDATIONS OF PAPER:

The Board:

(i) Notes the Report

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NORTH YORKSHIRE CHILDREN'S TRUST BOARD

22 November 2010

Report of the Performance and Commissioning Sub-Group

1.0 PURPOSE OF REPORT

1.1 To update the Board on a range of performance issues

2.0 RECOMMENDATIONS

2.1 That the Board notes the report

3.0 BACKGROUND

3.1 CYPP Priority WT4 commits the Children's Trust to active performance management. This report updates the Board on the following performance and related issues:

- National Indicator Set
- Local Area Agreement: Targets
- Local Area Agreement: Performance Reward Grant
- Ofsted Performance Framework
- Local Performance Management Arrangements
- Inspection Reports
- Health Related Behaviour Questionnaire
- Review of Partnership Arrangements

4.0 NATIONAL INDICATOR SET

4.1 In a letter dated 13 October (enclosed as Appendix A) the Secretary of State for Communities and Local Government announced that the National Indicator Set is to be replaced and that local authority data requirements will be reduced. The National Indicator Set was introduced in 2008. It contained around 200 performance indicators for local authorities and their partners, more than 70 of which directly concerned services for children and young people.

4.2 In terms of the data requirements for children's services, a close reading of Mr Pickles' letter is essential. The letter states that the National Indicator Set will be replaced by a "single comprehensive list of all the data we expect local government to provide to central government." It is not clear whether this reference to 'central government' includes inspectorates such as Ofsted and, by extension, the data such bodies use to assess local authority services.

4.3 This point is pertinent and recent history could be instructive: Ofsted's response to the introduction of the National Indicator Set (which was supposed to be the *sole* dataset for local authorities) was to introduce its own 'Every Child Matters' dataset which extends well beyond the National Indicators (it currently contains 147 indicators). This additional dataset is used by Ofsted to inform its annual assessments of local authority children's services. So, even if central government reduces the data it requires from local authorities, if Ofsted does not do likewise there will remain in place a significant performance data requirement for the Children's Trust.

- 4.4 In the context of the demise of the National Indicator Set, a review is underway to consider which performance indicators should be retained locally to allow the Children's Trust to monitor and evaluate progress in delivering improved outcomes in North Yorkshire. This work is being carried out through the Performance and Commissioning Sub-Group, but additional input is invited from the Board and wider Trust membership. A note on this work is enclosed as Appendix B.
- 5.0 LOCAL AREA AGREEMENT: TARGETS
- 5.1 Local Area Agreements (LAAs) have been discontinued with immediate effect. Local authorities and their partners are no longer required to report to government on their performance in delivering LAA targets.
- 5.2 The North Yorkshire LAA 2008-11 included a series of targets concerning services for children and young people. Performance against nine of these had to be reported to government. These targets covered the following work:
- Youth offending: re-offending rates
 - Young offenders' engagement in education, training and employment
 - Childhood obesity
 - Timeliness of core assessments in children's social care
 - Achievement of qualifications by age 19
 - Take-up of 14-19 diplomas
 - Teenage pregnancy
 - Substance misuse
 - Employment, education and training
- 5.3 Some of the targets associated with these activities remain important to the work of the Children's Trust. These indicators are all currently found in the CYPP and in service plans, this to support self-evaluation and accountability. So although there will be no further reporting of LAA performance to government, where a given indicator is important to the delivery of local priorities some form of monitoring and reporting is likely to continue, albeit in a streamlined manner.
- 6.0 LOCAL AREA AGREEMENT: PERFORMANCE REWARD GRANT
- 6.1 As part of the LAA arrangements, good progress against performance targets would have attracted 'Performance Reward Grant' for local authorities. The coalition government has previously announced that Performance Reward Grant would no longer be payable in respect of the targets in LAA 2008-11, and the letter from Mr Pickles of 13 October confirms this.
- 6.2 There was an earlier North Yorkshire LAA covering the period 2007-10. LAA 2007-10 featured a number of 'stretch targets', each of which could attract Performance Reward Grant. This first LAA was superseded by LAA 2008-11, but the stretch targets and associated reward grant remained in place, although the coalition government has halved the levels of reward grant available.
- 6.3 In respect of services for children and young people, the original LAA stretch targets covered three areas of work: (i) healthy schools, (ii) physical activity, and (iii) employment, education and training. As reported to the Board on 20 September, delivery in these areas of work is forecast to have earned North Yorkshire a Performance Reward Grant of around £970,000. On behalf of the North Yorkshire Strategic Partnership, the Board will co-ordinate the allocation of this grant to appropriate pieces of work. Grant allocations will be aligned to future priorities of the Children's Trust.

7.0 OFSTED PERFORMANCE FRAMEWORK

- 7.1 The cessation of the Comprehensive Area Assessment, the National Indicator Set, and of Local Area Agreements represents a substantial dismantling of the performance framework for local authorities. However, there remains in place a rigorous and elaborate Ofsted performance framework specific to services for children and young people.
- 7.2 Ofsted retains a statutory duty to inspect a broad range of services and settings, to inspect safeguarding arrangements, and to report an Annual Assessment of each local authority children's service. To inform this work, and as previously mentioned, Ofsted maintains a comprehensive set of Every Child Matters performance indicators.
- 7.3 The table at Appendix C summarises the Ofsted performance framework for children's services, and shows the current rating for North Yorkshire. The overall Annual Assessment is published each December, with local authorities awarded one of four ratings: 'performs excellently', 'performs well', 'performs adequately', and 'performs inadequately'. North Yorkshire is currently rated as 'performs well'. The draft 2010 assessment indicates that North Yorkshire will again be rated as 'performs well.' No county council has ever achieved the highest rating under either the current Ofsted framework or its predecessor (the Annual Performance Assessment, 2005-2008).
- 7.4 The role and remit of Ofsted is under review by government. The outcome of this review (and other reviews which could impact on performance arrangements for children's services, such as the Munro Review of Child Protection) might result in changes to the Ofsted performance framework for children's services. Note, for instance, that the government has announced the abolition of the annual performance assessment process for adult social care services. For now, however, the children's services framework remains in place and local authorities must comply with it. Ofsted will publish its 2010 Annual Assessments on 09 December.
- 7.5 Arguably, arrangements like the Ofsted framework now possess greater significance than before: in the absence of CAA, LAA and the National Indicator Set, these service-specific performance frameworks represent the main objective assessments of the quality and impact of local service provision.

8.0 LOCAL PERFORMANCE MANAGEMENT ARRANGEMENTS

- 8.1 Performance management arrangements in the Children's Trust are robust and effective. This has been confirmed by external evaluation by Ofsted and by government Children's Services Advisors. Nonetheless, these arrangements should be reviewed to ensure that they retain rigour whilst being proportionate and suitably targeted.
- 8.2 Robust performance management arrangements support local accountability and self-evaluation: the Children's Trust needs to understand the strengths and weaknesses of service provision across the county. Moreover, in a period of diminishing resources, the Children's Trust need to have confidence that local services are impacting positively on the lives of service users and, crucially, that they are delivering value for money.
- 8.3 Children's services operate within a mixed economy of provision characterised by in-house and externally commissioned services. The Children's Trust Board needs to have confidence that externally provided services meet appropriate standards and are cost effective, and so it is crucial that commissioning arrangements are robust in terms of accountability and quality assurance.

- 8.4 Local performance management arrangements for the Children's Trust are to be reviewed to ensure that they are able to evaluate impact and value for money for both in-house and externally commissioned services, and can do so without being overly-bureaucratic. A key task is to develop a framework to evaluate the impact and cost-effectiveness of preventative services. This is very much work in progress.
- 8.5 One early proposed change concerns the CYPP Next Steps / Mid-Year Performance Review process. We wish to proceed with a mid-year review, but propose to do so in a streamlined manner based on highlights reports. A highlights report template is attached as Appendix D. Given the financial context, the template includes a link to savings targets to help inform any actions arising from the mid-year review.
- 9.0 INSPECTION REPORTS
- 9.1 The Board should be aware of the outcomes of recent Ofsted inspections of two local authority settings: (i) Colburn Children's Centre, and (ii) Woodleigh Children's Home. These inspection reports have been circulated with the agenda papers for this meeting.
- 9.2 Colburn Children's Centre was inspected in week commencing 04 October 2010. This was the first inspection of a North Yorkshire Children's Centre. The inspection findings are very positive: Colburn Children's Centre was rated as good for both overall effectiveness and capacity to improve. A number of outstanding features were identified. These were:
- The extent to which children are safe and protected, their welfare concerns are identified and appropriate steps taken to address them.
 - The extent to which children engage in positive behaviour and develop positive relationships and users contribute to decision-making and governance of the centre.
 - The quality of care, guidance and support offered to users within the centre and wider community.
 - The effectiveness of the centre's policy, procedures and work with key agencies in safeguarding children and, where applicable, vulnerable adults.
 - The extent to which partnerships with other agencies ensure the integrated delivery of a range of services the centre has been commissioned to provide.
- 9.3 The inspection report includes three recommendations for further improvement. These concerned: (i) the better use of data to assess impact on outcomes, (ii) the availability of childcare provision, and (iii) collaborative work with Adult Learning and Jobcentre Plus to raise the aspirations of some families. Further inspections of Children's Centres in North Yorkshire are expected during the course of 2010/11.
- 9.4 Woodleigh children's home was inspected in July 2010. The home was rated as outstanding overall, which is an extremely difficult grade to achieve for this category of setting. The individual grades awarded were as follows:
- Overall Quality: Outstanding
 - Be Healthy: Outstanding
 - Stay Safe: Outstanding
 - Enjoy and Achieve: Outstanding
 - Positive Contribution: Good
 - Economic Well-Being: Good
 - Organisation: Outstanding
- 9.5 All local authority children's homes in North Yorkshire are good or outstanding.

10.0 HEALTH RELATED BEHAVIOUR QUESTIONNAIRE

10.1 During 2010 the Children and Young People Service commissioned the third Health Related Behaviour Questionnaire (HRBQ) for North Yorkshire, carried out by the Schools Health Education Unit at the University of Exeter. The HRBQ is a biannual survey of primary and secondary school pupils in the county. Its findings are an important source of intelligence for strategy development and service planning.

10.2 The 2010 HRBQ includes responses from more than 15,000 pupils taken from Year Groups 2, 6, 8 and 10. The number, age range and geographical coverage of the HRBQ respondents make its findings more robust than those reported by the now discontinued series of Tellus surveys.

10.3 The 2010 HRBQ covers young people's behaviour and attitudes concerning quality of life issues including:

- Healthy eating
- Physical activity
- Emotional well being
- Drugs, alcohol and tobacco
- Safeguarding
- Bullying
- School and homework
- Participation and voice
- Economic well being

10.4 The draft findings of the HRBQ are currently being finalised, and a draft version of the HRBQ report has been attached (Appendix E). When the survey reports are complete they will be made available to a wide audience. For further information please contact Katharine Bruce: Katharine.Bruce@Northyorks.gov.uk

11.0 REVIEW OF PARTNERSHIP ARRANGEMENTS

11.1 At the Children's Trust Development Day on 20 September the Board approved a proposed review of partnership arrangements, this with a view to streamlining existing structures to make the work of the Trust more efficient and effective.

11.2 This review of partnership arrangements has commenced and is being overseen by the Performance and Commissioning Sub-Group. Findings and recommendations will be reported to the Board at its next meeting.

11.3 A discussion about the future of Children's Trust Partnership Arrangements is included as Item 8 on the agenda for this Board meeting.

David O'Brien

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APPENDIX A



Leaders of all Councils
cc. Chief Executives of all Councils

The Rt Hon Eric Pickles MP
Secretary of State for Communities and Local Government

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Dear Colleagues,

13 OCT 2010

Changes to Local Authority Performance Arrangements

I am writing to you today to announce important changes to Local Area Agreements. Back in June we scrapped the Comprehensive Area Assessment, saving councils up to £39 million per year. I want to go further. Luton and Central Bedfordshire, for example, have told us that the annual cost to each authority of the National Indicator Set and statutory data returns is nearly half a million pounds. We are committed to relieving you of the bureaucracy that diverts money away from the frontline. So today I am announcing the end of other burdensome aspects of the old command-and-control regime, linked to Local Area Agreements and the National Indicator Set.

I am therefore giving you notice under section 109 of the Local Government and Public Involvement in Health Act 2007 that I am revoking all designations of local improvement targets in your Local Area Agreement from the date of this letter. What this means is that I am handing over full control of all current Local Agreements to you - if you wish to amend or drop any targets you are now free to do so, without needing my approval. Where you choose to keep any of your targets, we will no longer monitor your performance. I will also not be requiring you to prepare a new agreement from April 2011. In addition, I will not be making any payments for Performance Reward Grant against the 2008-11 LAA targets. Deficit reduction and ensuring economic recovery are the most pressing issues facing Britain today, and of course local government has to take its share of the cuts.

I am also announcing today the replacement of the National Indicator Set with a single, comprehensive list of all the data we expect local government to provide to central government. My aim is to make the data requirements we place on local government transparent and to review and reduce this for April 2011 and I will involve local government in this review, to help us ensure the list contains only the minimum of central government data needs. My pledge to you is that in future, if it's not on the list you won't have to provide it.

My aim is to give you the flexibility you need to protect key services, by removing ring-fences around your money, scrapping CAA and getting rid of unnecessary top-down targets and their related bureaucracy. Where central Government can help you do more to collaborate and redesign better services at reduced cost I continue to welcome suggestions.

A handwritten signature in black ink that reads "Eric Pickles".

THE RT HON ERIC PICKLES MP

APPENDIX B

NORTH YORKSHIRE CHILDREN'S TRUST
PERFORMANCE AND COMMISSIONING SUB-GROUP
Review of Children's Trust Performance Indicators

1. Background

Two recent developments suggest there is reason to review the performance indicators used by the NY Children's Trust to monitor CYPP delivery.

(1) Reduced National Data Requirements

In a letter to local authorities, dated 13 October, Eric Pickles stated that the National Indicator Set is to be replaced and that local authority data requirements will be reduced.

The letter makes no reference to the data requirements of Children's Trust partners, and it does not state whether the data required by inspectorates will be reduced (this point is pertinent: Ofsted currently uses a children's services dataset that extends beyond the National Indicators). Nonetheless, there is some prospect that existing children's services performance indicators will be discontinued.

(2) NY Children's Trust Future Priorities

At its Development Day on 20 September, the North Yorkshire Children's Trust Board agreed eight priority themes for its future work:

- Safeguarding
- Parenting
- Mental and emotional health
- Education, employment and training
- Young offenders
- Looked after children
- Risky behaviours
- Housing

If these are adopted as future Children's Trust priorities it would be useful to deploy a small number of critical performance indicators for each in order to assess progress and impact.

2. Task

Taking (1) and (2) together, the Performance and Commissioning Sub-Group has been asked to develop a small but highly meaningful set of performance indicators for the Children's Trust.

In two respects we cannot yet produce a finalised set of performance indicators. Firstly, we do not know what the national performance indicator priorities will be. Secondly, we do not know what the final NY Children's Trust priorities will be for 2011/12 and beyond. However, we can do some work now to develop a draft dataset which can be revised later as required.

3. Next Steps

Partners are asked to suggest which indicators, if any, they would like to see included in a Children's Trust performance dataset. In order to guide thinking, the following are criteria to consider:

Where possible, indicators should:

- align with the proposed Children's Trust priorities
- measure outcomes rather than inputs or process
- use data that is already being collected by partners
- have a multi-agency dimension (i.e., they should demonstrate outcomes of work that is multi-agency rather than single agency)
- be based on SMART principles
- allow comparison with national and statistical neighbour data: in this respect local indicators peculiar to North Yorkshire are unlikely to be helpful.

Partners are free to nominate indicators which do not meet these criteria but which would still have value to the work of the Children's Trust.

Enclosed with this note are two lists of existing indicators.

- a list of those National Indicators which apply to children's services plus the additional Ofsted indicators. Some National Indicators in this list have already been discontinued.
- a list of existing CYPP performance indicators submitted to Ofsted in support of the CYPP Annual Review. Some of these also appear in the first list.

Partners are asked to:

- (a) Briefly survey the lists of existing indicators and nominate any they wish to retain
- (b) Suggest any indicators that could be useful to the Children's Trust but which are not included in the existing lists.

Please email responses to: david.f.o'brien@northyorks.gov.uk

It would be helpful if partners could submit responses by **17 December** 2010.

If you have any questions about this task, please contact me on 01609 536022.

David O'Brien
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01609 536022

APPENDIX C

OFSTED PERFORMANCE FRAMEWORK FOR CHILDREN'S SERVICES		
Inspections of Services and Settings	Inspections of Safeguarding Arrangements	Every Child Matters Dataset
<p>Inspected Services and Settings include:</p> <ul style="list-style-type: none"> • Childminders and Childcare • Children's Centres • Nurseries • Primary Schools • Secondary Schools • Academies (where applicable) • Secondary School Sixth Forms • Sixth Form Colleges • General FE and Tertiary Colleges • Special Schools • Residential Special Schools • Pupil Referral Units • Local Authority Adoption Agency • Local Authority Fostering Agency • Local Authority Children's Homes 	<p>Safeguarding Inspections include:</p> <ul style="list-style-type: none"> • Annual Unannounced Inspection of Contact, Referral and Assessment • Three-Yearly Inspection of Safeguarding Arrangements • Three-Yearly Inspection of Services for Looked After Children • Serious Case Reviews • Private Fostering Arrangements 	<p>Performance Indicators (147) organised under the five Every Child Matters outcomes:</p> <ul style="list-style-type: none"> • Be Healthy: 14 indicators • Stay Safe: 27 indicators • Enjoy and Achieve: 66 indicators • Positive Contribution: 20 indicators • Economic Well-Being: 20 indicators
North Yorkshire 'Performs Excellently'	North Yorkshire 'Performs Well'	North Yorkshire 'Performs Excellently'
2009 OVERALL ANNUAL ASSESSMENT OF CHILDREN'S SERVICES: NORTH YORKSHIRE 'PERFORMS WELL'		

APPENDIX D

Children and Young People’s Plan Mid-Year Review: Highlight Report			
Outcome:			
Priority Work:			
Lead:			
Report Author:		Month End: November 2010	
	Current Status	Last Period Status	
RAG Status	Red / Amber / Green	Red / Amber / Green	
Priority directly contributes to a savings target:		Yes	No
If Yes – please note which savings programme:			

Progress to date	
Achieved by mid-year review <i>(please provide a summary of the key activities undertaken this reporting period)</i>	Planned progress by end March 2011 <i>(please provide a summary of the key activities planned to be undertaken next reporting period)</i>
<ul style="list-style-type: none"> • • • 	

Risks to completion				
Risk Description	Risk Owner	Probability H/M/L	Impact H/M/L	Mitigating Actions / Countermeasures

Comments
Please note any other comments/ issues related to this work area

Please complete this template and submit to Dave Chapman dave.chapman@northyorks.gov.uk 01609 532822 by Friday 10th December