HERTFORDSHIRE safeguardingchildren BOARD

Performance Management Framework HSCB[1]

January 2017

Performance management and quality assurance is more than the monitoring of key performance indicators. It embraces all activities that are designed to support the effective delivery of services. Performance management should operate within an overall framework where the outcomes are greater than the constituent parts. The focus of this framework and all the constituent activities must be to deliver improvement in outcomes for children, young people and their families

[1] Based on Peterbourgh LSCB PF

Contents

1. Introduction

Performance management and quality assurance includes taking action to ensure outcomes are better than they would otherwise be. Therefore, to know what action to take, performance has to be regularly and robustly monitored and scrutinised. To know how to consistently monitor performance, criteria have to be agreed (aims, objectives, targets and outcomes). To know how to assess performance against criteria, there has to be a method which requires systematic action and coordination.

Performance management and quality assurance is more than the monitoring of key performance indicators. It embraces all activities that are designed to support the effective delivery of services. Performance management should operate within an overall framework where the outcomes are greater than the constituent parts. The focus of this framework and all the constituent activities must be to deliver improvement in outcomes for children, young people and their families.

Performance management requires:

- Setting consistent quality standards
- Setting objectives and targets for improvement
- Managing information
- Reporting performance, and using information to identify problems and taking decisions to solve them
- Equipping individuals to perform well
- Informing and empowering service users.

Effective and robust Performance Management and Quality Assurance processes will ensure;

- Raising standards: looking at the way agencies and the Hertfordshire Safeguarding Children Board work to provide the most effective safeguarding responses and interventions;
- Continuous and sustainable development: promoting practice and organisational development and professional growth;

- Involvement: encouraging stakeholders to be fully engaged in the safeguarding agenda;
- Manageability: so that performance management is regarded as an integral and essential part of how agencies and the Hertfordshire Safeguarding Children Board operate;
- Equity: to ensure policies and processes are open and fair, while respecting confidentiality for individuals.

2. Policy and Legislative Drivers

The Child's Journey – Professor Munro recommended that Local Authorities and their partners should use a combination of nationally collected and locally published performance information to benchmark performance, facilitate improvement and promote accountability. She proposed a refocused and reduced twin core of data which set out the minimum information requirements of central government and recommended data for use by local areas. Data will be used locally to indicate what questions should be asked.

National Performance Information Data Set - as above. This will set national standards to ensure progress within an agreed time scale and measures to raise quality and decrease variations in service.

Children Act 2004 - The objective of a Local Safeguarding Children Board is (a) to co-ordinate what is done by each person or body represented on the Board for the purposes of safeguarding and promoting the welfare of children in the area of the authority by which it is established; and (b) to ensure the effectiveness of what is done by each such person or body for those purposes. Section 11 identifies named agencies which should ensure that (a) their functions are discharged having regard to the need to safeguard and promote the welfare of children; and (b) any services provided by another person pursuant to arrangements made by the person or body in the discharge of their functions are provided having regard to that need.

Value for money - Establishing a culture that encourages the delivery of efficient, effective, and economic services that meet Children, young people and their families' needs. It ensures the delivery of a continuous improvement in services, with regard to efficiency, effectiveness and economy and the needs and expectations of service users. It focuses on achieving positive outcomes rather than lowest cost and encourages the involvement of service users, staff, and management.

Working Together 2015 - Requires that Local Safeguarding Children Boards

develop a local learning and improvement framework that is shared across local organisations who work with children and families. The framework should enable organisations to be clear about their responsibilities, to learn from experience and improve services as a result. It must cover the full range of audits and reviews which are aimed at driving improvements to safeguard and promote the welfare of children.

Equalities Act 2010 – Partners need to ensure services are audited appropriately and comply with Equalities and Diversity legislation. The public sector Equality Duty requires public bodies to consider all individuals when carrying out their day to day work – in shaping policy, in delivering services. It requires public bodies to have due regard to the need to eliminate discrimination and advance equality of opportunity.

3. The Framework

The Hertfordshire Safeguarding Children Board Performance Management framework seeks to embed quality in all aspects of the Board's work and output. In doing so areas requiring development should be identified early, to pre-empt rather than responding to events.

The HSCB Performance Management framework *should support the work of the LSCB and their partners so that:*

- Reviews are conducted regularly, not only on cases which meet statutory criteria, but also on other cases which can provide useful insights into the way organisations are working together to safeguard and protect the welfare of children

- Reviews look at what happened in a case, and why, and what action will be taken to learn from the review findings

- Action results lasting improvements to services which safeguard and promote the welfare of children and help protect them from harm; and

- There is a transparency about the issues arising from individual cases and the actions which organisations are taking in response to them, including sharing the final reports of Serious Case Reviews with the public (Working Together 2015).

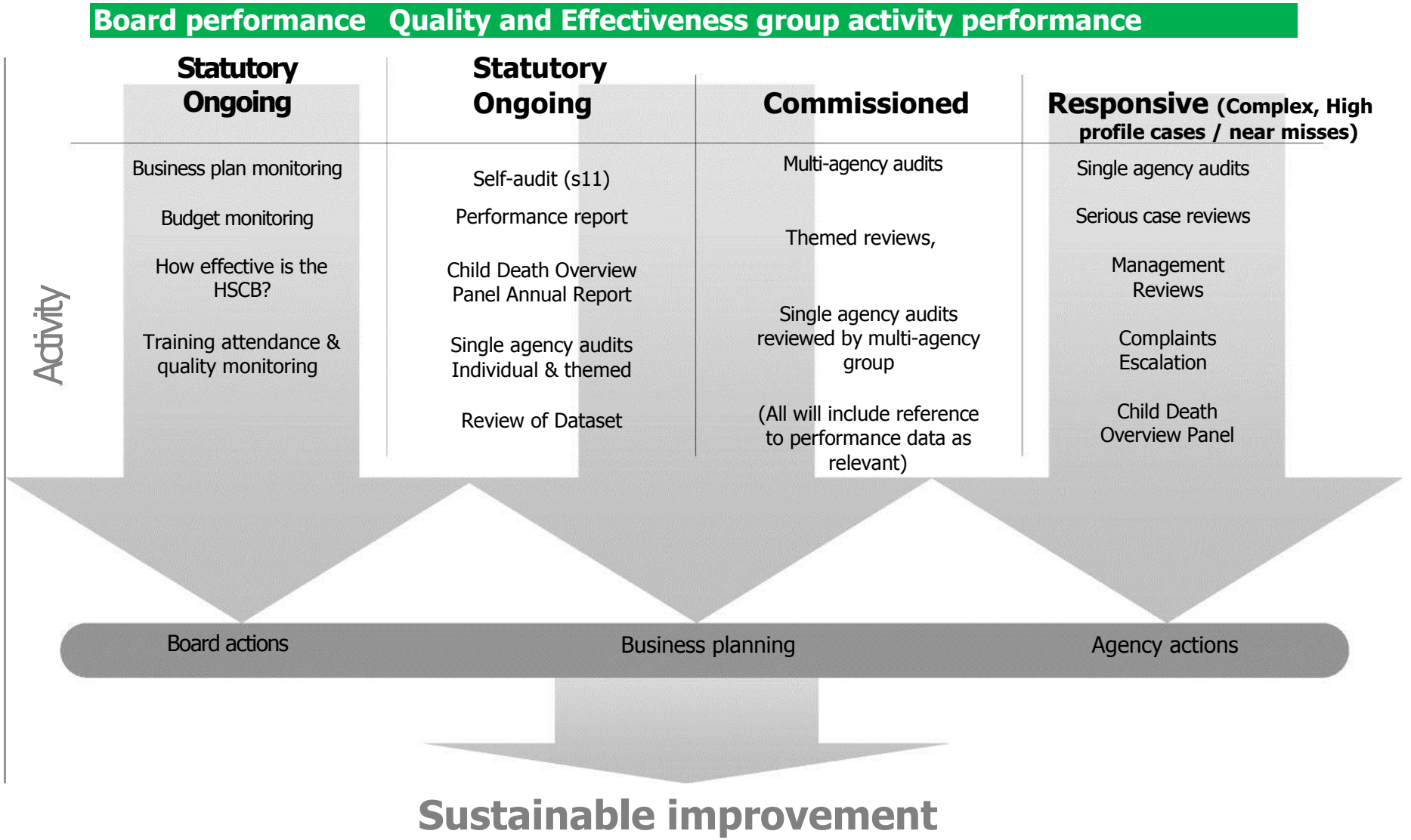
In addition the HSCB should have in place mechanisms for monitoring

the effectiveness of its own performance. These will include:

- Chair's regular meetings with Board members
- An annual opportunity to rate the Board's performance by members
- Obtaining feedback from frontline practitioners which will be gathered through practitioners workshops and by members of the Board meeting with practitioners
- Details of cases which are escalated to very senior managers when practitioners or managers from any of the agencies have concerns about how referrals have been responded to or how cases are being progressed. Escalation of this nature should only be required when more usual channels of communication have been exhausted. (see HSCB Escalation Policy)
- The HSCB should identify indicators (in addition to statutory performance indicators) to provide an indication of key performance areas. Key performance indicators should be reported to the HSCB.
- Regular activity and outcome reports from sub groups. This will generally be taken to the HSCB Executive group which is chaired by the HSCB Chair.
- The HSCB should undertake multi-agency audits to assure itself about the quality of multi-agency working.

The Performance Framework should be read in conjunction with the HSCB Learning Improvement Framework, which gives details of the Serious Case Review process and the sharing of learning: Learning and Improvement Framework

HSCB Performance Framework



4. Performance Management - Board Performance

Performance management should be integral to the work of the HSCB. Consequently, whilst the Board has a responsibility to ensure the effectiveness of child safeguarding practices and interagency working, this can only be achieved where the Board itself aspires to standards of effectiveness and efficiency.

Business planning should focus on positive outcomes rather than task orientated. To achieve this there needs to be an integration of Board processes in order that identified needs are met effectively e.g. addressing an area of practice may require the development of a procedure, however unless there is a development strategy/plan which includes dissemination, implementation and training it is unlikely to have the desired impact.

Work plans represent the key tool for progressing and developing the Board's business. The plan should be completed by the chair of the relevant sub group and identify:

Where the actions of the group have progressed the business plan objectives of:

- Embedding the monitoring of Quality and Effectiveness
- Monitoring the effectiveness and value for money of early help services including early years provision
- Ensure HSCB Interagency procedures and practice guidance are developed, reviewed, implemented and are compliant with equalities legislation
- Ensure the governance of HSCB reflects its relationship to other boards and establishes the framework for its leadership role

Signing off an individual action should not be viewed as an end; rather the 'end' should be seen as the successful implementation of an action alongside evidence of an outcome.

5. Performance Management - Safeguarding Activity Performance

The HSCB performance framework consists of six levels:

- **Section 11 self-audits** - undertaken by all statutory agencies within Hertfordshire in compliance with the Children Act 2004
- **Serious Case Reviews and Partnership Case Reviews –** undertaken where appropriate
- **Performance Reporting and Performance Indicators** - on a range of safeguarding areas such as child protection conferencing data and a regular review of the comprehensive data set
- **Single agency audits –** both individual and themed.
- **Multi-agency practice audits** - looking together at individual cases and assessing the effectiveness and multi-agency practice
- **Themed reviews** - Providing detailed analysis of a broad area of safeguarding practice or process as identified by the Board such as neglect, core groups and thresholds. These reviews should consider evidence from a range of sources.

Reports will come to the Performance and Audit Sub Groups before being taken to the Board and a judgment made about which reports need to tabled and which circulated for information only. The full Board will retain the right to request specific audit reports as and when it sees appropriate or in response to specific issues that may arise.

Each of the above should be undertaken with a view to ensure that there is a culture of continuous learning and improvement across the organisations that work together to safeguard and promote the welfare of children, identifying opportunities to draw on what works and to promote good practice.

6. Section 11 Self-Audits

Section 11 of the Children Act 2004 places a specific duty on named agencies to comply with standards set out in the Section 11 Guidance. Whilst many of the standards are common to all agencies, the guidance outlines standards specific to individual agencies. Consequently, the HSCB should expect all statutory agencies, and agencies who are commissioned to deliver services to children and families on behalf of a statutory agency to comply with the following nine standard areas:

Section 11 Standards

1. *Senior Management commitment to the importance of safeguarding & promoting the welfare of children*
2. *A clear statement of the agency's responsibility to children is available to all staff*
3. *A clear line of accountability within the organisation for work on safeguarding and promoting the welfare of children*
4. *Service development takes account of the need to safeguard and promote welfare and is informed, where appropriate, by the views of children and families*
5. *Staff training on safeguarding and promoting the welfare of children for all staff working with, or depending on the agency's primary function, in contact with children and families*
6. *Recruitment, vetting procedures and allegations against staff*
7. *Interagency Working*
8. *Information Sharing*
9. *Work with individual children and their families*

Compliance with the standards is mandatory, although in the case of organisations not covered by Section 11, monitoring should largely rest with the individual organisation. However, all agencies should be held accountable for any failure of cooperation or compliance where the matter comes to the attention of the Board.

In addition the HSCB ask Hertfordshire front line practitioners to take part in a Section 11 survey to ascertain their knowledge and understanding of some of the key principles.

7. Performance Reporting & Performance Indicators

Performance indicators (PI's) represent a useful mechanism for monitoring trends and quantitative information. PI's should be viewed as raising questions and issues requiring further interrogation and rarely provide an explanation for what is observed.

The HSCB performance indicators have been selected and developed to underpin the business priorities that the board has selected for the current year.

8. Single Agency Audits

Section 11 agencies are expected to have an audit framework to ensure the quality of child safeguarding practice. Under Section 11 there is an expectation that the auditing of child safeguarding standards should not be considered a one off process, rather as a continual process of monitoring, evaluation and improvement of quality. Consequently, all Section 11 agencies should routinely measure and audit the quality of safeguarding practice and processes.

Whilst the responsibility for assuring quality and identifying areas for audit rests with the individual agency, the Audit Sub Group should be informed of all safeguarding audits undertaken and may request a copy of the Audit Report, Action Plan with recommendations and copies of the follow up report evidencing any improvements. The group will then decide if the Board needs to be advised of any concerns.

Within the areas of responsibility of the Audit Sub Group, issues relating to an individual agency may arise which may lead to a request by the Audit Sub Group for that agency to undertake a review/audit. In such cases, the Audit Sub Group should outline the area to be audited along with the timescale. Actions arising from the audit should be considered by them along with an implementation timescale.

Although the majority of single agency audits should be undertaken by the individual agency, there may be occasions where there is felt to be a need for independence. In such cases a request may be made to the HSCB for the audit to be undertaken by a nominated 3rd person individually, jointly, or in a consultation

9. Multi-Agency Case Audits

- Multi-agency practice audits will consider individual cases selected randomly where more than one agency has been involved

- Multi-agency audits should focus on inter-agency practice and decision making at all levels including strategic and operational decisions that may have impacted on individual cases. The audits should be undertaken by members of the Q&E Sub Group but can include professionals with specific expertise where the cases being audited require it.

- Each audit should be based on a methodology specific to the needs of the audit.

- Inter-agency audits should draw conclusions from the findings and where appropriate produce recommendations and an action plan to address any shortfalls. Individual agencies should be held accountable for their compliance with an agreed action plan.

- Where good practice is identified findings should be disseminated just as readily as when there have been shortfalls and both should be incorporated into all multi-agency training.

- Audit findings will be presented to the Board.

10 Themed Reviews

Themed reviews have the widest focus designed to provide a detailed understanding of a theme identified by the Board or Audit Sub Group from a range of perspectives including local practice, user experience (including children and young people), national and local research and case reviews. The reviews are intended to inform/determine safeguarding policy within Hertfordshire.

Each themed review should be based on a methodology tailored to the needs of the review and which the Board/Audit Sub Group has agreed. The methodology should usually include a range of approaches, designed to provide an in depth understanding of the issues - strategic, managerial and practice.

Themed reviews should where possible involve consultation with all stakeholders, including service users and children and young people.

Themed reviews will be presented to the Board

11 Serious Case Reviews / Case Reviews

Although designed for learning lessons arising from a tragic event, the review can be viewed as a performance monitoring process that assesses interagency practice and identifies shortfalls and strengths. As with other areas of the HSCB performance management functions, Serious Case Reviews should consider the practice and management of the case against HSCB standards and criteria.

Importantly Serious Case Review recommendations lead to actions designed to improve and change practice and therefore to be effective the resulting actions should be SMART and their implementation and effectiveness closely monitored by the Case Review Group and HSCB.

In addition where cases do not meet the threshold for a SCR, the Case Review group should undertake multi-agency partnership reviews using the various approaches that have been developed.

The HSCB should ensure that the lessons learnt from all reviews are effectively disseminated to all staff and is embedded into practice to improve outcomes. This should include SCRs that take place in other areas and where the learning is applicable to Hertfordshire.

12 Child Death Overview Panel (CDOP)

Child Death Screening provides a mechanism for monitoring and reviewing all unexpected child deaths and can therefore contain a performance management function.

The Local Safeguarding Children Board (LSCB) functions in relation to child deaths are set out in Regulation 6 of the Local Safeguarding Children Boards Regulations 2006, made under section 14(2) of the Children Act 2004. The LSCB is responsible for: collecting and analysing information about each death with a view to identifying:

- any case giving rise to the need for a review mentioned in regulation 5(1)(e);
- any matters of concern affecting the safety and welfare of children in the area of the authority;
- any wider public health or safety concerns arising from a particular death or from a pattern of deaths in that area; and
- putting in place procedures for ensuring that there is a coordinated response

by the authority, their Board partners and other relevant persons to an unexpected death.[1]

- Importantly, the CDOP process aims to monitor trends and learn lessons with the purpose of reducing the numbers of child fatalities. The CDOP Chair will provide annual performance report to the Board.

Appendix 1 HSCB Overall Audit Programme 2017-2018

	Audit subject & criteria	Frequency	Dates for audit	Lead Responsibility?	Comment
	ONGOING – Board Performance				
1	HSCB Membership and Development	Annually	N/A	Ind. Chair	Annual report
2	Attendance at HSCB meetings audit	Annually	N/A	HSCB Support Officer	Included in HSCB Annual Report
3	Budget monitoring	Monthly	N/A	Business Manager	Include in Annual Report
4	Effectiveness of HSCB Training	Annually		Learning &Development Group	Report to HSCB and include in Annual Report
	ONGOING – Monitoring Audits				
5	s11	Annual – rolling program	June	Business Manager	Reporting to HSCB following scrutiny at Audit Sub Group
6	Child Death Overview Panel Data	Annually	September	CDOP Chair	Full Report to HSCB
7	HSCB Data set	Review a selection of data at each Performance meeting	Quarterly	Performance Group Chair	Scrutiny at Performance Group prior to presentation at HSCB
	ONGOING– Quality Assurance Reports				
8	Children Missing from home and care Report	Annually	September	SSAG Chair	Scrutiny at SSAG Group prior to presentation at HSCB
9	Allegations of abuse against staff and volunteers (LADO)	Annual	December	LADO	Full report to HSCB

	Audit subject & criteria	Frequency	Dates for audit	Lead Responsibility?	Comment
10.	Private Fostering report	Annually	June	Private Fostering Officer	Full report to Improving Outcomes Group
11.	Single agency Audits	As completed	N/A	Audit Chair	Scrutiny at Audit Group prior to presentation at HSCB if required
	COMMISSIONED Scrutiny audits				
12	Multi-agency audit x 3	3 x Annually	On audit schedule	Business Manager	Report to Audit Group & HSCB
	RESPONSIVE audits				
13.	SCR recommendations Auditing of completed actions	Ongoing	Monthly	SCR group	
14.	Management Reviews	As & when required		SCR Group	SCR Group