

BARNSLEY SAFEGUARDING CHILDREN PARTNERSHIP

PERFORMANCE MANAGEMENT FRAMEWORK

APRIL 2019

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1. Introduction

Robust performance management is at the heart of any drive to secure continuous improvement and delivery of high quality services.

Performance management is taking action to ensure outcomes are better than they would otherwise be. Therefore, to know what action to take, performance has to be monitored. To know how to judge performance, criteria have to be agreed (aims, objectives, targets). To know how to assess performance against criteria, there has to be a method and applying all this requires systematic action and coordination.

Performance management 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 continuous improvement in services for local people.

Performance management requires:

- Setting quality standards
- Setting objectives and targets for improvement
- Managing information
- Monitoring performance against standards, targets and key performance indicators
- Reporting performance, and using information to identify problems and taking decisions to solve them
- Equipping individuals to perform well
- Informing and empowering service users and enabling the service user voice.

The benefits of effective performance management are therefore:

- Raising standards: looking at the way agencies and the Barnsley Safeguarding Children Partnership (BSCP) 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 BSCP operate;
- Equity: to ensure policies and processes are open and fair, while respecting confidentiality for individuals.

Guiding Principles

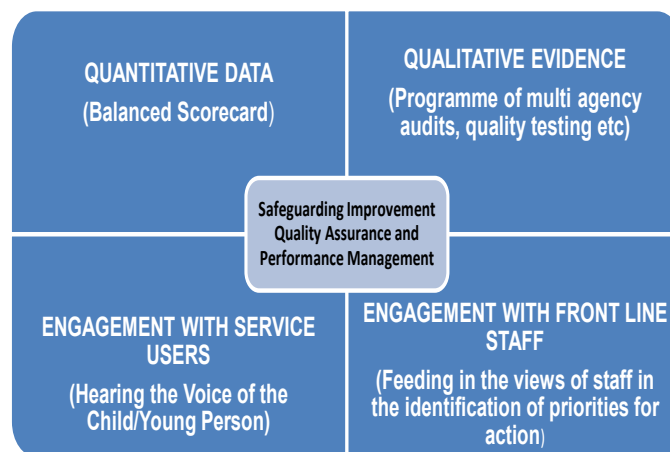
The following can be regarded as guiding principles against which data might be tested before presentation to the Safeguarding Partnership.

- Provides data on progress against BSCP priorities
- Is linked to recognised risk factors - some of which will be recurring themes from SCRs, for example neglect, domestic violence, Child Exploitation substance misuse by children and carers

- Provides information/data on the impact on activity on the outcomes for Children.
- Provides information/data that provides evidence that basic frontline child protection is fit for purpose.
- Provides information/data on issues that Ofsted have declared they will inspect
- Data that allows partners to be proactive and take remedial action by targeting relevant services at specific areas

Data collection can be framed against the quadrants identified in the model below

Quality Assurance and Performance Management Model



2. Policy and legislative drivers

Whilst not fully inclusive the following policy and legislative drivers are important to this framework.

The Child's Journey - The Munro review and the Government's response - *The Government's response to the Munro review of child protection (as amended by the Children and Social Work Act 2017)* provides a policy direction for safeguarding children and the work of Safeguarding Partnerships. The review, which took a holistic approach to child protection, recommended that the 'challenge role' of Safeguarding Partnerships should be strengthened to provide robust and regular monitoring of the effectiveness of help and protective services and the extent of multi - agency commitment and participation in the provision of this help.

The report also recommended that the three Safeguarding Partners should use a combination of nationally collected and locally published performance information to benchmark performance, facilitate improvement and promote accountability.

Safeguarding Partnerships should use a refocused and reduced twin core of data to include 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. Measures should inform partners about the quality of practice, the workforce, children's experiences and their outcomes.

Managing reduced budgets and achieving best value for money – Now more than ever it is essential to establish a culture that encourages the delivery of efficient, effective, and economic services that are child centred and meet service user needs. The BSCP has a key role in monitoring the impact of budget changes on preventing harm and safeguarding children in terms of delivering high quality services, continuous improvement, building capacity within organisations and creating a learning environment with partners. The involvement of service users, staff, and management is central to this activity.

The five key outcome areas for children and young people:

- 1) Being healthy
- 2) Staying safe
- 3) Enjoying and achieving
- 4) Making a positive contribution
- 5) Economic well being.

In respect of Safeguarding Children Partnerships (as amended by the Children and Social Work Act 2017) the aim is for a local and national system where there is clear overall accountability for services for children, young people and families providing a clear indication of the need to monitor effectiveness and performance.

The Children and Social Work Act 2017 received Royal Assent in April 2017. Section 30 of the Act removes the requirement for local areas to have LSCBs. Sections 16 – 23 introduce a duty on 3 key partners (local authorities, police and CCGs) to make arrangements with other partners as locally determined to work together in a local area to protect and safeguard children. These arrangements must identify and respond to the needs of children in the area and also identify and review serious child safeguarding cases which raise issues of importance in relation to the area.

National Service Frameworks - set national standards, put in place strategies to support implementation, establish ways to ensure progress within an agreed time scale and agree measures to raise quality and decrease variations in service.

Working Together 2018 – The core objectives of the BSCP are unchanged from previous versions of Working Together as set out in the Children Act 2004 (as amended by the Children and Social Work Act 2017), strengthening this already important relationship by placing new duties on key agencies in a local area.

Specifically the police, clinical commissioning groups and the local authority are under a duty to make arrangements to work together, and with other partners locally, to safeguard and promote the welfare of all children in their area.

Everyone who comes into contact with children and families has a role to play.

Safeguarding and promoting the welfare of children is defined for the purposes of this guidance as:

- protecting children from maltreatment
- preventing impairment of children's health or development
- ensuring that children grow up in circumstances consistent with the provision of safe and effective care
- taking action to enable all children to have the best outcomes

The core objectives and four areas of activity are safeguarding requirements and in order to achieve them the BSCP must have in place a robust system to monitor the effectiveness of organisations' implementation of their duties under S11 Children Act 2004 (as amended by the Children and Social Work Act 2017).

Barnsley Children and Young People's Trust Plan - The Barnsley Children's Trust Plan 2016 - 19 - A Brighter Future - is a joint three year plan setting out what partners of the Children and Young People's Trust intend to do to improve outcomes for children and young people in Barnsley. It reflects our strong ambition and the strategy and steps being taken to support children, young people and families to achieve their potential.

NHS reforms - in transforming health service provision the NHS is continuing to improve arrangements for protecting children. Clinical commissioning groups and the NHS Commissioning Partnership now make arrangements to safeguard and promote children's welfare, and to maintain providers' responsibilities for safeguarding. Working together and child protection indicators/measures in the Public Health and NHS performance frameworks are important. The BSCP has an important role to play in ensuring that child protection remains a central consideration for the NHS locally.

Education reforms – in transforming learning and schools and as part of the changing relationship between local authorities and schools, it is clear that the duty to work together and co-operate within the BSCP will continue to apply. It will be important to ensure that child protection remains a central consideration for schools regardless of their status and through the period of transition as the reforms take shape.

Equalities Act 2010 - Partners need to ensure that 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 and delivering services. Public bodies should have due regard to the need to eliminate discrimination and advance equality of opportunity.

3. The Framework

The BSCP performance framework seeks to embed quality in all aspects of the Partnership's work and output. In doing so areas requiring development should be identified early, acting to pre-empt rather than responding to events.

The BSCP is the key mechanism for agreeing how the relevant local partners will co-operate to safeguard and promote the welfare of children in Barnsley and for ensuring the effectiveness of what they do. The BSCP performance framework must include mechanisms for monitoring the effectiveness of what is done by the Local Authority and Partnership, individually and collectively to safeguard and promote the welfare of children. The BSCP should also have mechanisms in place for monitoring the

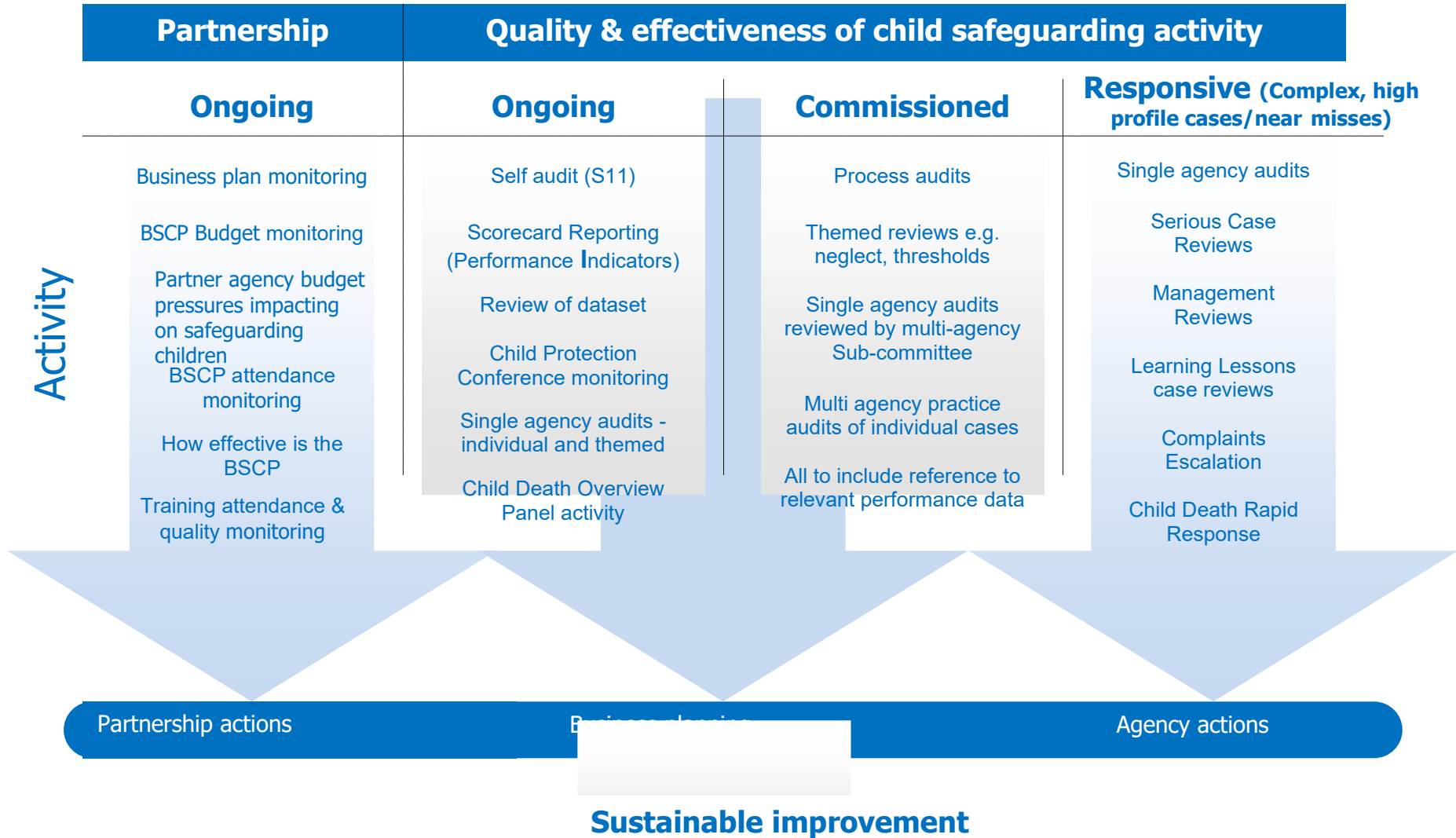
effectiveness of its own performance, including the functioning of the Safeguarding Unit. These will include:

- Chair's regular meetings with Sub-Committee Chairs
- Identification of indicators (in addition to statutory performance indicators) to provide information on key performance areas to be reported to the Partnership on a regular basis
- Regular activity and outcome reports from the Sub-Committees
- Receipt of regular feedback from frontline practitioners.
- At least an annual opportunity to rate the Partnership's performance by members

Underpinning the framework is the need to develop clear standards, representing required practice, for all aspects of the BSCP's output. Each standard should have associated specific criteria for meeting the standard. An example of this locally is the training standards which were developed by the Workforce Management and Development Sub-Committee (now part of the PPWPD sub-committee) and agreed by the BSCP.

The Framework will support the BSCP in its work to support and challenge the Barnsley Children and Young People's Trust to provide an appropriate range and quality of services and to intervene early to prevent harm and protect children from harm.

BSCP Performance Framework



4. Performance Management – Partnership Performance

A good Safeguarding Partnership will provide a rigorous and transparent assessment of performance and effectiveness of local services through its Annual Report. The Partnership should use data and, as a minimum, should:

- assess the effectiveness of the help being provided to children and families, including early help;
- assess whether the Partnership is fulfilling its obligations set out in safeguarding guidance;
- quality assure practice, including through joint audits of case files involving practitioners and identifying lessons to be learned; and
- monitor and evaluate the effectiveness of training, including multi-agency training, to safeguard and promote the welfare of children.

Performance management should therefore be integral to the work of the BSCP. Whilst the Partnership has a responsibility to ensure the effectiveness of child safeguarding practices and inter-agency working, this can only be achieved where the Partnership itself aspires to standards of effectiveness and efficiency.

Business planning should focus on outcomes rather than simply on task completion. To achieve this there needs to be an integration of Partnership 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 and training it is unlikely to have the desired impact.

It is important that attention is given to the resources available to the BSCP to deliver its responsibilities so that each agency can contribute appropriately to the budget setting process. In addition the Framework allows for agencies to highlight where they may be experiencing budget pressures which may lead to a negative impact on safeguarding activity. Investments and improvements can also be reported.

Work or Business plans represent the key tool for progressing and developing the Partnership's business. Plans should be completed by the Chair and members of the Sub-Committees and identify where the actions of the Sub-Committee have progressed the following Business Plan objectives:

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

Signing off an individual action should be seen as the successful implementation of an action alongside evidence of an outcome.

5. Performance Management – Safeguarding Activity Performance

The BSCP performance framework consists of five elements:

- *Section 11 Core standards self audits* - undertaken by all statutory agencies

- within Barnsley in compliance with S11 of the Children Act 2004.
- *Performance Reporting and Performance indicators* – on a range of safeguarding areas, such as child protection conferences in addition to other key areas identified by the BSCP and regular review of the comprehensive dataset..
- *Single agency (focussed) audits* – individual and themed, undertaken by the individual agency either self-determined or when the Partnership identifies a specific issue relating to the practice or operation of the agency.
- *Multi-agency practice audits* – looking at specific areas or issues within the effectiveness of interagency working arrangements, as determined or identified by the BSCP.
- *Themed reviews* – Providing detailed analysis of a broad area of child safeguarding practice or process as identified by the BSCP, such as neglect. These reviews should consider evidence from a range of sources

Reports will come to the Performance, Audit and Quality Assurance Sub-Committee before submission to the BSCP and a judgment made about which reports need to be tabled for Partnership consideration or circulated for information only. The BSCP retains the right to request any specific reports as required or in response to specific issues. In addition the following existing BSCP functions should be considered under the performance framework:

- Child Protection Conferences and Reviews
- Serious Case Reviews
- Child Death functions
- Benchmarking against Government Reviews and Reports e.g. Joint Chief Inspectors' Report, Government Progress Reviews of Safeguarding Partnerships.

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 S.11 Guidance. Whilst many of the standards are common to all agencies, the guidance also outlines standards specific to individual agencies. In addition Working Together 2018 places a general duty on the Partnership to ensure that children stay safe within the local authority area. Consequently, the BSCP 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 standards:

- Senior management commitment to the importance of safeguarding and promoting the welfare of children
- A clear statement of the agency's responsibility to children is available to all staff
- A clear line of accountability within the organisation for work on safeguarding and promoting the welfare of children
- Service development takes account of the need to safeguard and promote welfare and is informed, where appropriate, by the views of children and families.
- 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.
- Recruitment, vetting procedures and allegations against staff
- Interagency working

- Information sharing
- Work with individual children and their families.

Other Barnsley agencies not subject to S.11 working with children and families within the Voluntary and Community Sector (VCS) should comply with these standards as far as possible. The Barnsley VAB will assist VCS agencies to evidence compliance.

Completed audits should be returned to the BSCP. The BSCP will arrange for all completed returns to be subject to detailed examination through "challenge" sessions.

Compliance with the standards is mandatory, although in the case of organisations not covered by S.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 Partnership.

7. Performance Reporting and Performance Indicators

Performance Indicators (PIs) represent a useful mechanism for monitoring trends and quantitative information. PIs should be analysed and questions and issues requiring further interrogation identified; the PIs by themselves rarely provide an explanation for what is observed.

Agencies will collect a wide range of performance information. The following data should also be reported to the Partnership on a regular basis:

- Child protection activity
- Child Protection Conference standards
- Local Authority Designated Officer statistics
- Questionnaire outcomes (as completed by parents and young people attending CP Conferences.)
- Children and young people who have experienced bullying

Performance is measured for each PI against a target. Where performance is:

- Good at least 95% of target is achieved - Rag rating - **GREEN**
- Satisfactory but can improve. Achieves at least 90% of target - Rag rating - **AMBER**
- Needs to improve - less than 90% of target is achieved - rag rating is **RED**

8. Single agency (focussed) audits

S.11 agencies are expected to have an audit framework to ensure the quality of child-safeguarding practice. Under S.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 and improvement of quality. Consequently, all S.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 Performance, Audit and Quality Assurance Sub-Committee should be informed of all safeguarding audits undertaken and should receive a copy of the audit outcome along with the Action Plan with recommendations and copies of any follow up report evidencing any improvements. The Sub-Committee will escalate

any concerns to the BSCP.

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

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

9. Multi-Agency practice audits

Multi or inter-agency practice audits will consider individual cases selected randomly where more than one agency has been involved. The BSCP should identify such multi -agency audits in the business plan or where a specific issue has arisen which has had an impact on inter-agency working. Audits should be measured against agreed BSCP standards, either pre-existing or specifically developed, which in turn should be derived from national and local guidance, legislation, and good practice.

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. Each audit should be based on a methodology specific to the needs of the audit and which the BSCP has agreed. The audit team will be established for each audit and comprise members of the Performance, Audit and Quality Assurance Sub-Committee but also include professionals with specific expertise as required by the case under audit.

Inter-agency audits should draw conclusions from the findings and where appropriate produce recommendations and an action plan to address any shortfalls. Action plans, once agreed by the Partnership, should be SMART i.e. with **S**pecific, **M**easurable, **A**chievable, **R**ealistic **T**imescale objectives and the progress monitored by the Sub-Committee. Individual agencies should be held accountable for their compliance with an agreed action plan. Audit findings will be presented to the Performance, Audit and Quality Assurance Sub-Committee.

Where good practice is identified findings should be disseminated just as readily as where there have been shortfalls.

10. Themed reviews

Themed reviews have the widest focus designed to provide a detailed understanding of a theme identified by the Partnership or Performance, Audit and Quality Assurance Sub-Committee 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 the BSCP.

Each themed review should be based on a methodology tailored to the needs of the

review and which the Partnership 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 are likely to be resource intensive and the need for such a review should be agreed by the BSCP Chair in response to some major area of concern. Themed reviews should involve consultation with all stakeholders, including service users and children and young people. An example of a themed review conducted locally is a multi-agency review with a focus on substance misuse.

11. Serious 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 BSCP performance management function; Serious Case Reviews should consider the practice and management of the case against the BSCP's 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 Serious Case Review Sub-Committee and the BSCP.

Where cases do not meet the threshold or criteria for conducting a Serious Case Review, the Partnership can decide to hold a Multiagency Learning Lessons Review, using one of a number of approaches as deemed appropriate and outlined in the Partnership's Learning and Improvement Framework. These include Root Cause Analysis and the Systems Approach, both of which involve practitioners and their managers in the learning process. Lessons derived from such events will be disseminated to partners and practitioners in the same way as for a Serious Case Review.

12. Child Protection Conferences and Reviews

Although Child Protection Conferences and Reviews primarily represent an inter agency forum for assessing risk in individual cases, they also provide an invaluable opportunity to monitor the quality and effectiveness of interagency child protection practice. The conference chair, acting under the authority of the BSCP, is uniquely placed to ensure compliance with predefined and agreed standards.

As with other of the BSCPs activities, standards and criteria should be developed to measure the effectiveness of the Child Protection Conference system.

The performance of conferences will be monitored by the Manager, Safeguarding Services and reported periodically to the Performance, Audit and Quality Assurance Sub-Committee.

Arrangements for hearing the voice of children and young people and parents/carers in relation to their experience of child protection conferences and reviews will also need to be firmly in place.

The Performance, Audit and Quality Assurance Sub-Committee, which will report to the BSCP, will provide a mechanism through which;

1. The BSCP is informed of issues relating to multi-agency child protection planning in respect of the Child Protection Conference and core group processes
2. Channels of accountability between the BSCP and agency practitioners are more explicit in the context of multi-agency child protection planning for individual children and young people
3. The relationship between the BSCP and Independent Case Conference Chairs is clear and meaningful
4. Improvement strategies and activities can be identified and recommended to the Partnership.

13. Child Death Overview Panel (CDOP)

Child Death Review provides a mechanism for monitoring and reviewing all child deaths and can therefore be viewed as having a performance management function.

Working Together 2018 sets out the Partnership's functions and responsibilities in relation to child deaths:

- a) Collecting and analysing information about each death with a view to identifying -
 - (i) Any case giving rise to the need for a review mentioned in regulation 5(1(e)); (i.e. a Serious Case Review)
 - (ii) Any matters of concern affecting the safety and welfare of children in the area of the authority;
 - (iii) Any wider public health or safety concerns arising from a particular death or from a pattern of deaths in that area; and
- b) Putting in place procedures for ensuring that there is a co-ordinated response by the authority; the Partnership and other related persons to an unexpected death

The legislation therefore provides for two interrelated processes for reviewing child deaths

- A rapid response by a group of key professionals who come together for the purpose of enquiring into and evaluating each unexpected death *and*
- An overview of all child deaths in the area, undertaken by the CDOP

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 an Annual Report of the Panel's performance to the BSCP

Taken together, all of the above should form an overarching performance management framework which will provide the Barnsley Safeguarding Children Partnership with the range of information required, in order to make a judgement as to the effectiveness of services provided to safeguard and promote the welfare of children.

Revised April 2019